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ABSTRACT

A study examined the condition of vocational education in correctional institutions in Minnesota. A literature review was conducted, and surveys were sent to 57 instructors and 18 supervisors of vocational education in correctional institutions throughout Minnesota. Forty-one of 57 instructors (72%) and all 18 supervisors (100%) completed the surveys. The data were insufficient to determine the effectiveness of vocational programs in helping offenders attain employment/living skills and economic self-sufficiency and avoid recidivism. The data were sufficient, however, to recommend that Minnesota's governor and legislature establish a statewide system of intensive and sustained transitional services for individuals and that the commissioner of the Minnesota Department of Corrections take the following actions: recognize and accommodate the unique educational requirements of the special needs learners served by vocational education in prisons; establish and implement a system for continuous improvement of correctional service that includes follow-up of postrelease outcomes, including recidivism and job placement; use evidence of inmates' demonstrated marketable employment skills in determining releases and transfers; and institute a process to develop leadership, vision, and strategic plans for vocational education and related services. (Appended are notes on Minnesota's correctional institutions, survey results, and a list of project advisory committee members. Contains 43 references.) (MN)

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State Council on
Vocational Technical Education
STATE OF MINNESOTA

ED 372 204

The Condition of Correctional Education in Minnesota: Toward a Vision for Learning

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The Condition of Correctional Education in Minnesota: Toward a Vision for Learning

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1993

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ACKNOWLEDGEMENTS

This report addresses aspects of correctional education on which there is little published research. It attempts to provide a comprehensive description of the correctional system in the state of Minnesota. This was accomplished by surveying the vocational educators and educational supervisors of both the community corrections institutions and the state corrections facilities for their experiences and opinions on their profession. Without their willing and thoughtful participation, this study could not have been completed. The State Council on Vocational Technical Education expresses its appreciation to the many instructors and educational coordinators who freely shared their knowledge and insights in an effort to improve their field of endeavor.

The Council appreciates the contributions of Mr. Roger Knudson, Education Coordinator of the Minnesota Department of Corrections, who encouraged and supported this study from the beginning. The Council also expresses its appreciation to the members of the Advisory Committee of the Correctional Education Project. This committee applied expertise, enthusiasm, and experience to the design of the survey instruments and to the conclusions drawn from the subsequent findings.

EXECUTIVE SUMMARY

Following the legislative mandate of the Carl Perkins Act of 1990, the State Council on Vocational Technical Education has produced a study that:

1) reviews the literature of correctional education
2) describes the systems of correctional education in the State of Minnesota
3) reports the experiences and opinions of vocational instructors and their educational supervisors currently working in correctional settings in the state based on their responses to a mailed survey, and
4) develops conclusions and recommendations for the improvement of vocational education in correctional environments based on the national literature and the responses of the vocational educators and their supervisors.

The Literature

The national literature reveals that adults and juveniles in correctional institutions are noted by low educational attainment, school failure, learning problems, and educational resistance. They are among the highest risk individuals in our society for failure at work, learning, and life. In response to this proven need, the criminal justice systems of this country have answered with sometimes only half-hearted support for the prospect of education as insurance against further criminal activity.

The benefits of correctional education are enhanced by a comprehensive and holistic design composed of assessment that reports the inmates' needs in achieving functional competency in communication and mathematics, an academic curriculum that will address those needs, vocational special education, and intensive transitional services before and after release. Improvement of correctional education requires support by correctional administrators and the prison culture, professionalism among its practitioners, leadership among its proponents, and extensive evaluation and research, both from within and without.

Corrections education is adversely affected by low levels of funding; disregard for education needs during decisions on inmate disposition; facilities not designed for education services; lack of research, an overall mission and a strategic plan for corrections; and a lack of support from prison administrators on the inside and public educators on the outside. Despite these handicaps, correctional education is often expected to reduce recidivism and guarantee the future job success of individuals after only spare and intermittent contact with inmates while they are incarcerated.

Corrections In Minnesota

Excluding the federal prisons within the state, there are two parallel correctional systems operating in Minnesota. The system operated by the Minnesota Department of Corrections houses about 62 percent of all adults and juveniles currently serving active sentences in the state. The institutions operated under the Community Corrections Act currently house about 28 percent of all adult and juveniles serving active sentences in the state.

The State System

The correctional system operated by the Minnesota Department of Corrections operates six institutions for adult males, one for adult females, and two for adolescents only. The Minnesota Correctional Facility at Red Wing is the only state-operated institution that houses both adolescent and adult male clients, although they are kept absolutely separate. The central office of the Department of Corrections, all adult institutions and two of the three juvenile institutions are fully accredited by the American Correctional Association (ACA).

The total Department of Corrections budget in Fiscal Year 1990 was over $158 million, of which $127 million was direct state appropriations. Money spent on education in Department of Corrections institutions is now nearly eight million dollars for FY92. This averages 10.2 percent of the operating budgets of the institutions, but the range is extremely variable, from 0.7 percent to 27 percent of the institutional operating budget, depending on the nature of the institution and its population.

Education is only one of many components in the rehabilitative programs in Minnesota's prisons. Treatment programs for chemical dependency and convicted sex offenders are found in almost every state correctional institution. Minnesota Correctional Industries (MCI) operates manufacturing and service industries in six of the adult institutions. Most of the adult institutions (Faribault, Shakopee, St. Cloud, and Stillwater) offer a basic spectrum of academic programs (literacy, ABE, GED, etc.) and a wide range of vocational programs. The comparative size of the educational budgets at Sauk Centre, Thistledew Camp, and the juvenile section of Red Wing are reflective of the fact that these institutions are, by definition, residential schools.

Community Corrections

In 1973 two forces came together in Minnesota to provide fertile ground for a community corrections act: a) the Minnesota state legislature was faced with the prospect of building another correctional institution the size of Stillwater Prison, its largest; and, b) the citizens of the state were on the crest of a popular movement toward more local control of governmental services. The Community Corrections Act satisfied the needs of both groups by providing for the local incarceration of adults sentenced to no more than one year in prison and juveniles adjudicated delinquent for less serious crimes. Under the act, a community or consortium of communities may build and operate a correctional institution. Quality control is insured by a Correctional Advisory Board and licensure through the Minnesota Department of Corrections.

The Council identified ten community corrections institutions in the state, of which seven were included in the study. Because the institutions operating under the Community Corrections Act are not part of a larger system, most education programs are operated under the institution-based model of administration. In the four adult institutions, the teachers are institution employees and not connected to a larger educational system. However, educational programs are delivered by local school districts at all six of the juvenile institutions.

The funding of community corrections institutions is satisfied through an 80 percent contribution from the county or consortium and a 20 percent contribution from the Department of Corrections. The average expenditure on education per adult community corrections institution is 7.6 percent of institution operating budget. This ranges from 1.5 percent of budget at the Ramsey County Adult Correctional Facility to 16.5 percent of budget at Northeast Regional Correctional Center in Saginaw.

Most of the adult institutions have a basic contingent of teachers for literacy/ABE/GED preparation. However, there is wider variation in the number of educational program offerings in adult community corrections institutions than is found in the Department of Corrections institutions. There are only nine vocational instructors in all the adult and juvenile community corrections institutions and six of these work at one institution.

At the juvenile community institutions, the programs consist of a standard course of study for secondary school students with accommodations made for the higher percentage of special needs students. In many of these institutions, most, if not all, of the teachers are licensed in some area of exceptionality, regardless of the subject area they teach. Of those education supervisors who kept such data, all placed the percentage of children with special needs at 40 to 50 percent of their school population. At Boy's Totem Town, 60 percent of students arrive with an Individual Education Plan (IEP) in some area of exceptionality already in their school files.

The Study

Surveys were sent to all 57 vocational instructors working in correctional settings and their 18 educational supervisors during the last two weeks of February 1992. The surveys contained questions on a wide range of topics, ranging from daily class sizes to their opinions on the mission of correctional education. The final response rate for instructors was 72 percent (41) of the 57 instructors and 100 percent of the 18 educational supervisors. The total response rate for the project was 79 percent.

Mission

The majority of the respondents indicated that they saw the mission of correctional education to be the delivery of academic and/or vocational education so that the inmate may function better in society. The second most prevalent comment was that the intent of correctional education was to teach a specific trade or prepare the inmate for some unspecified future employment.

Over 82 percent of the coordinators and 86 percent of the vocational teachers agreed that the public is fair in expecting a link between correctional education and a reduction in recidivism, or the return rate of ex--offenders. However, few of the respondents stated that vocational education directly leads to a reduction in recidivism. The most frequently occurring comment on this subject was that correctional vocational education leads to a source of income that *may* lead to reduced recidivism.

Staff

Vocational instructors working in correctional settings are employed by either the Department of Corrections, a local technical school, or a local school district. The Department of Corrections intends that all vocational instruction for adults in its institutions eventually will be delivered by technical school instructors. There is a great variation between the two correctional systems in the availability of vocational instructors. There is one vocational instructor for every 68 inmates in the state system and only one instructor for every 141 inmates in the community corrections system.

In both systems, instructors average 11.6 students per class and 3.3 classes per day. The average instructor has been teaching vocational education for about 13 years with more than nine of those years in a correctional setting. Almost all are appropriately licensed for the subject they teach, but very few are also licensed in any area of special education. The average total number of students taught by each instructor in the past year was about 79. Twenty-two different vocational courses are currently being taught in the correctional institutions of Minnesota. Almost 40 percent of all correctional education students in the state are taking vocational education, although this number is heavily influenced by the enrollment in the Department of Corrections institutions.

Program Completion

The greatest incentives to program completion were inmates' interest in the specific trade being taught, the reputation of the instructor or program among the general prison population and that inmates' recognition of a need for some form of gainful employment after incarceration. The greatest barriers to program completion were intra-system institutional transfers or release before completion of an academic or vocational program, inmates' loss of their freedom to attend classes due to violations of institution rules or misbehavior, and inmates' inability or unwillingness to do the work necessary in class.

Strengths and Weaknesses of Vocational Programs

The strengths of vocational programs in these institutions were described by the respondents as excellence in instruction or course design, students' high interest in the specific vocational course, and the hands-on aspect of vocational training. Major weaknesses of their vocational programs were listed as the lack of time to properly train their students or to allow them to finish courses before the clients are released from the correctional system or transferred to another institution and a lack of necessary equipment, supplies, or curriculum materials.

Facilities, Supplies, and Equipment

The instructors and supervisors indicated that they were teaching in facilities not designed for educational or vocational instruction and that their facilities could be improved by more laboratory space and better designed shops or dedicated school buildings. Although both groups agreed that the yearly budget for consumable supplies was adequate, many stated that the yearly budget for equipment was inadequate.

The Special Needs of Correctional Education Students

Evidence for the incidence of special educational needs among the correctional population was collected. The results indicate that almost all correctional instructors are teaching classes which contain students with Emotional and Behavior Disorders and Specific Learning Disabilities; these same students are predominantly academically and economically disadvantaged. They also exhibit a high incidence of mental impairments and limited English proficiency.

The Improvement of Correctional Education

Suggestions for the improvement of correctional education include increased funding for *all* correctional education programs, post-release follow-up with students to determine their success rate at gaining and keeping jobs after release, the need to allow students the time and means to complete training programs before release, transitional support from prison to post-release work and living, and better equipment and/or facilities.

Conclusions

The Council intended to evaluate correctional education programs "on the basis of their effectiveness in helping criminal offenders attain employment and living skills, achieve economic self-sufficiency, and become law-abiding members of the community." The answers to these questions are simply not available in either the national literature or in the data of the correctional community of Minnesota. The conclusions of this report address what did come to light through the review of the national literature and the descriptive study of vocational correctional education in most of the correctional institutions in Minnesota.

Follow-up and Recidivism. Failure to follow-up systematically on the recidivism, continuing education and job acquisition rates of former inmates in the adult system and former students/clients in the juvenile system prevents the correctional system from determining the programmatic quality of correctional education. Minnesota has no adequate accountability system for the continuous improvement of correctional education.

Correctional Education and Recidivism. Correctional education is only one of many variables that may reduce recidivism.

Vocational Program Completion. The transfer and release of correctional students prior to program completion are the greatest barriers to vocational program completion.

Transitional Services. Correctional education would be improved by sustained, intensive transitional services immediately before and after release.

Community Corrections. Vocational education in the community corrections institutions is poorly defined. It lacks adequate funding and planning. A significant population is not served.

Vocational Advisory Committees in Correctional Education. Half of the vocational programs in correctional institutions have no advisory committees. There is a significant lack of evidence on the effectiveness of the advisory committees for the 49 percent that do claim to have such committees.

Special Educational Needs of Correctional Students. The full range of special education needs are found in the adult and juvenile clients in correctional institutions.

Daily Prison Schedules. A lack of coordination in scheduling daily activities impedes successful vocational program completion.

Prison Industries. The monetary incentives to work in prison industries compete with educational programs.

Recommendations

Perhaps the greatest lesson we can draw from the literature on correctional education and the opinions of its practitioners in this state is that a successful educational effort in an institutional setting depends on the extent to which education is viewed, planned, and delivered as part of a holistic system of treatment rather than as an isolated event, merely coincidental to incarceration.

Special Needs. The Council recommends that the Commissioner of the Minnesota Department of Corrections recognize and accommodate the unique educational requirements of the learners with special needs served by the correctional education delivery system.

Follow-up. The Council recommends that the Commissioner of the Minnesota Department of Corrections establish and implement a system for the continuous improvement of correctional services that includes follow-up of the post-release outcomes of inmates, including recidivism and job placement.

Transitional Services. The Council recommends that the Governor and the Legislature establish a statewide system of intensive and sustained transitional services for incarcerated individuals.

Program Completion. The Council recommends that the Commissioner of the Minnesota Department of Corrections use evidence of inmates' demonstrated marketable employment skills as a key factor in determining releases and transfers. Pre-screening of vocational program applicants should include consideration of the probability that the potential student can finish the course, if so inclined.

Community Corrections. The Council recommends that the Commissioner of the Minnesota Department of Corrections institute a process to develop leadership, vision, and strategic plans for vocational education and related services in institutions operated under the Community Corrections Act.

Conclusion

The Council wishes to stress that these recommendation are related, not isolated, factors in the improvement of a comparatively excellent system. These conclusions and recommendations were made based on the Council's findings during a predominantly descriptive study of correctional institutions in Minnesota. Improvement in correctional education requires further and continuous research and evaluation.

INTRODUCTION

The Carl D. Perkins Vocational and Applied Technology Act of 1990 charges all state councils on vocational education to "analyze and review corrections education programs" (Part B, sec. 112, d(9)). The Minnesota State Council on Vocational Technical Education added the Correctional Education Project to its biennial workplan for 1992-1993. The Council decided to evaluate correctional education programs "on the basis of their effectiveness in helping criminal offenders attain employment and living skills, achieve economic self-sufficiency, and become law-abiding members of the community."

Beginning in September of 1992, Council staff began collecting information and data on the correctional systems in Minnesota. It quickly became apparent that a descriptive study should precede a more formal evaluation of such a large and diverse system.

Research Questions

With this in mind, a study was developed that:

1) reviews the literature of correctional education,
2) describes the systems of correctional education in the State of Minnesota,
3) reports the experiences and opinions of vocational instructors and their educational supervisors currently working in correctional settings in the state based on their responses to a mailed survey; and,
4) develops conclusions and recommendations for the improvement of vocational education in correctional environments based on the national literature and the responses of the vocational educators and their supervisors.

Explanation of Terms

Prisons, workhouses, penitentiaries, or juvenile training schools are often referred to as facilities or institutions. The two terms are used interchangeably in the national literature on corrections. During this project, it became apparent to the Council that some correctional educators view the term facility as a legal definition in Minnesota and believe that it can only be applied to a state-run correctional institution. In the interest of clarity, the Council has chosen to use the more generic term *institution* when speaking of all correctional settings studied during the project.

CHAPTER ONE
REVIEW OF THE LITERATURE

Background of Correctional Education

Throughout history, punishment of criminals has been justified by any combination of four principles - retribution, incapacitation, deterrence, and rehabilitation (Mnookin and Weisberg 1989, 974). Correctional education falls squarely under the rubric of rehabilitation. Among the discrete administrative divisions of the modern penal system—security, treatment, and prison industries—education and vocational training are considered to be a type of treatment (Day 1979, 3).

Evolution of Correctional Education

The modern era of correctional education can be traced to the opening of the Elmira (New York) Reformatory for adult males in 1876 under the direction of Zebulon Brockway (Rowh 1985, 4). Brockway was a visionary of the reformatory movement that owed much to 100 years of evolution, beginning with the work of the first correctional educator, William Rogers, in 1773 at the Walnut Street Jail in Philadelphia. Elmira was the product of the combined contributions of prison critics and reformers —Alexis de Tocqueville; Mary Carpenter; Alexander Maconochie; Sir Walter Crofton; Moses, Amos, and Louis Pilsbury; and E. C. Wines —writing and working in Europe, England, Ireland, Australia, and the United States (Gehring 1984, passim). Gehring remarked, "Brockway sought to permeate the entire Elmira setting with a school-like atmosphere, thereby diminishing hostility between convicts and officers so the staff could function more like teachers" (1984, 51). Along with the implementation of a new philosophy of prison management, over 36 training programs in trades were offered to the inmate population (Allen and Simonsen in Rowh 1984, 3).

In the United States, improvement in the education of prisoners is based on the principles developed in the writings and work of such people as Charles Mott Osborne, Austin MacCormick, Daniel Glaser, Tom Murton, Dr. Thomas Gaddis, the Reverend John Erwin, Frank Dell'Apa, and Osa Coffey. This list of a few primary contributors to the evolution of correctional education is based on the *Correctional Education Chronology*, an unpublished history of the field that Dr. Thom Gehring has been compiling since 1984. Dr. Gehring graciously permitted the Council to reference his chronology for this report.

The Contribution of Minnesotans to Correctional Education

Among the many Minnesotans who have contributed to the improvement of correctional education throughout the state and nation, Miriam Carey and Perrie Jones, co-founders of Minnesota's correctional education library system (Gehring 1984, 83, 90, 109, 125); Al Maresh, first education coordinator for the Minnesota Department of Corrections; and Norm Carlson, former director of the Federal Bureau of Prisons, should certainly head the list. Al Maresh, despite his untimely death in 1984, and Norm Carlson still have international reputations as innovators and outspoken visionaries of improvement in corrections and as supporters of correctional education.

The Mission of Correctional Education

The National Advisory Council on Vocational Education (1981, 1) defined the mission of vocational correctional education as:

> instruction offered through the systems (i.e., jails, state and federal prisons) to enable offenders to be employment-ready upon their return to free society. It involves the development of basic skills, specific occupational training, and an array of "job readiness" attitudes, and talents, including the development of positive motivation, good work habits, and survival skills.

This is the most widely published definition found in the literature. Osa Coffey offered an alternative:

> The goal of correctional education, as I see it, is to bring inmates up to, beyond, or as close to their potential as possible—up to a level we may call 'functional competency.' By that, I mean the ability of people to perform socially, economically, and

> personally in their culture and location at a reasonable level of effectiveness. (Coffey and Carter 1986, 4)

Administration of Correctional Education

Correctional education has operated under one of three types of administrative models: (a) the institutional model, (b) the system-wide bureau, and, (c) the correctional school district (Gehring 1990, 174). In the institution-based model, the school is simply part of the prison and the education staff are, first and foremost, prison staff. This means that educators answer directly and only to the institution administrator. In the bureau model, correctional education is a recognized part of the department of corrections or the bureau in charge of adult or juvenile corrections. The central office of the department of corrections employs staff that supervise education across the system. As a result, the chain of command for instructors (through their principal to the department of corrections educational supervisor) is parallel to the chain of command of the prison security staff (through the institution superintendent to the state superintendent of prisons). The correctional school district delivers education as a service to the prisons or training schools but, in all respects, is an agency within the government separate from the department of corrections. It is often an education agency or school district operated by the state department of public education.

Adult Settings for Correctional Education

Consider, for a moment, a situation where teachers are locked daily in a vocational shop with adult convicted felons to teach them welding, for example. Many students cannot read well enough to handle the information available in their textbooks and are unable to do the minimal mathematics tasks necessary for the trade they are studying. Most students, despite what they may learn about welding, lack the basic skills and attitudes necessary for them to find and keep jobs and live independently in society without resorting to illegal shortcuts to gratify their desires and needs. These individuals have experienced abject failure in school, in the work place, and in society. Consequently, the students have developed a large repertoire of negative attitudes and remarks on education and "straight" work, all reinforced daily by their fellow inmates. In spite of this, many seem genuinely pleased to attend the vocational program each day, but few ever complete the program because they simply disappear.

These teachers know from experience that the inmates' disappearances were caused by transfers to other prisons—ones without welding programs—to make space for a new inmate, or transfers to a pre-release institution, or parole, or inmates taking a job in the prison kitchen. The instructors have no say over these circumstances and are rarely asked for input. They would genuinely like to know how some of the few students who did complete their programs are doing, but there is a Department of Corrections policy that prohibits personal contact between prison employees and ex-convicts. Once or twice a year instructors may get a letter or a phone call at work from former students telling them how well they are doing. These instructors want to believe that what they do for a living makes a difference in the lives of their students but they have so little data to support that belief. Such is the lot of vocational educators in adult prisons.

Adult Students in Correctional Education

Osa Coffey described the general educational needs of the nation's adult inmates in the following terms:

> The typical male or female inmate is poor, unskilled, undereducated, and unemployed or underemployed. Only 40 percent (as compared to 85 percent of the U.S. population as a whole) have completed high school. Most function on the fifth-grade level in reading and spelling and somewhat lower in math. Forty percent were reported unemployed at the time of arrest; an additional 12 percent had only part-time employment. The average inmate, in terms of annual income, operated at poverty level before being jailed. Estimates indicate that about 25 percent of the prison population suffers from some form of learning disability or other handicapping condition. One-third has a record of severe alcohol abuse, and one-third has a record of drug abuse. (Coffey and Carter, 1986, 3).

The Ohio Council on Vocational Education discovered that, among its adult prison population: 70 percent are high school dropouts, 65 percent are unemployed at the time of committing the crime, and 65 percent have engaged in some form of substance abuse. Half of these people demonstrate a previously undiagnosed learning or behavioral disorder; six percent, pronounced mental retardation. Only one percent are vocational completers prior to their conviction. (1990, 12)

The Wisconsin Legislative Council (1990, 10) reported that male inmates in Wisconsin with tested reading levels of sixth grade or less represented 37 percent of the male prison population. Females with the same low reading levels comprised 35 percent of the female prison population. Halasz and Behm (1982, 4) noted that the task of teaching vocational subjects in a prison setting is greatly hampered by "the extreme variability among the inmate populations with respect to formal education, work experience, specific skills, motivation, varying lengths of sentence, and other factors unique to each institution."

Vocational Programs for Adult Inmates

There are major differences between vocational programs in correctional institutions and public education. They differ in the responsibilities of education personnel; adequacy of facilities, equipment, and funding; enrollment; program length; and faculty/student roles (Ohio Council on Vocational Education 1990, 13). The Wisconsin Council on Vocational Education (1988, 2) concluded that many inequities in the delivery of vocational education to inmates occurred throughout their correctional system. The nature and size of these inequities were dependent on the institution administration, geographic location, contracted services, educational course offerings, and gender, as well as other factors. Vocational programming in corrections is also historically noted for the over-representation of a few vocational courses, often related more to building maintenance and the reduction of the operating costs of the institution than to actual labor market needs. The most prevalent programs are welding, masonry, machine shop, carpentry, auto mechanics, food services, and building maintenance (Ryan and Woodard 1987, 34-46).

Vocational Program Completion. The Illinois Council on Vocational Education (1988, 10) reported that fewer than half of the inmates who enroll in vocational programs complete them. The Ohio Council on Vocational Education (1990, 16) also found that, despite a 720 contact-hour standard for their vocational programs, only 6 percent of inmates enrolled in such programs and only 45 percent of that 6 percent completed vocational courses (2 percent of the total prison population). While some non-completions may occur due to circumstances identical to those found in technical schools (dropouts, suspensions by instructors), vocational course completion in prisons is heavily affected by sentence completions, parole, probation, and institutional transfer. Transfers and paroles normally occur without the slightest consideration for the current educational status or future educational needs of the inmate. Steinfeldt (1983, 5) discussed barriers to vocational program completion being exacerbated by a combination of the low educational attainment of the inmates, an anti-education subculture among inmates, and a lack of institutional incentive for inmates to participate in educational programs.

The Context for Correctional Education. Attempts to offer vocational education programs in institutional environments occur in a context often "marked by exploitation, violence, and confusion" (Simms, Farley, and Littlefield 1986, 2). Gehring (1989, 167) discussed the inevitable friction that exists between institutions, which by their very nature do not place student learning as a first priority, and education, which views student learning as the "central attribute of a school." Many people, in both the court system and prison administration, view educational programs in prisons as only one of many prophylactic measures to avoid violence due to inmate idleness. Such views decrease morale among instructional staff and increase the difficulty in attracting quality academic and vocational instructors in these settings (Coffey and Carter 1986, 2). Steinfeldt (1983, 5) stated that, "in most correctional facilities, education programs must compete with industry needs, institutional maintenance, and other scheduled activities. Financial rewards for participation in education programs are lacking."

Improvement Needs of Adult Correctional Education. Hearings conducted by the National Advisory Council on Vocational Education (1981, 2-3) revealed nationwide problems in vocational education in correctional institutions due to: (a) inadequate funding; (b) inadequate facilities, equipment, instructor training, and support from administrators; (c) lack of program standards and relevance to labor market needs; and, (d) an almost total lack of research, evaluation, data collection, and leadership in the field. Day (1979, 6) claimed that improvements in correctional education are heavily dependent on the training of prison administrators and security staff because their ability "to envision the role education and training and work habits will play in the future 'street' success of each inmate is directly related to their own education and training."

Juvenile Settings for Correctional Education

Imagine a school where virtually none of the students want to be there but are forced to attend. Imagine that each instructor must teach a vocational education course, whether career exploration or automotive mechanics, to a group of volatile and aggressive adolescents ranging in ages from 13 to 17, simultaneously. Imagine that, in any class, the 15-year-old students' reading comprehension levels average about a seventh grade equivalent but the full range is second to twelfth grade. Pretend, for a moment, that over 25 percent of these students are either emotionally disturbed, learning disabled, or mildly mentally handicapped. Visualize a situation where all instruction is individualized because the instructors get one or more new students every week and lose one or more students every week, twelve months per year. Consider how they must plan instruction, knowing the length of time they will spend with each student is only eight to 16 weeks, with absences of as long as a month at a time. These are the realities of vocational instructors teaching in a juvenile training school.

Juvenile Students in Correctional Education

The percentage of all school age children with handicapping conditions has been estimated by the U.S. Department of Education (1985, 67) at 10.9 percent. The percentage of incarcerated youth with such handicaps has been estimated to be, at various times, 42 percent (Morgan 1979, 291; Crawford 1982, 24), 62 percent (Kardash and Rutherford 1983, 97) and 28 percent (Rutherford, Nelson, and Wolford 1985, 61). Meanwhile, only about 59 percent of those students eligible for such programs as Chapter One Neglected and Delinquent Youth receive such services (U.S. Department of Education 1991a, 7-3). Kardash and Rutherford (1983, 97) reported that only 21 percent of students with disabilities were receiving special education services while incarcerated. Such evidence indicates that students with disabilities are traditionally over-represented and under-served in juvenile correctional institutions.

Educational Attainment. Haberman and Quinn (1986, 115) discovered that, among 759 students released from two Wisconsin juvenile correctional institutions, 40 percent of the students from one school and 22 percent of students from the other school were reading below the sixth grade level. Of the 16- and 17-year-old students admitted to the schools, 42 percent at one school and 33 percent at the other had earned no high school credits before admission. This study also revealed that only 3.2 percent of the students ever completed high school during or after incarceration. Rominger (1990, 169) mentioned that, among 176 juvenile residents of a training school with an mean age of 14.9, the mean reading comprehension level was 6.9 (grade equivalent), with a range from 1.9 to 12.9. In a study of Chapter One programs in correctional institutions throughout the country, the U.S. Department of Education (1991b, 7-6) concluded that so many Chapter One Neglected and Delinquent clients were so far behind in school that most of them will neither finish high school nor earn a GED.

Vocational Programs for Juveniles in Correctional Education

Smith, Ramirez, and Rutherford (1983, 109) reported that the average length of incarceration for juveniles is about nine months. The student must adjust to incarceration, which often takes weeks, before entering school. The Ohio Council on Vocational Education (1990, 15) noted that all educational programs in juvenile institutions are open entry/open exit; this means that there is always a great disparity in program level among program participants in the same class because vacancies are filled as soon as they occur. The Ohio Council (1990, 14) also found that, due to overcrowding and limited vocational programs, instructors may have as many as 12 aggressive and volatile convicted felons in one small laboratory at one time.

The length of time students spend in correctional institutions, often as little as three months, precludes in-depth skill training. To accommodate this problem, Ohio reduced the number of clock hours for course completion to 160. Even with this standard, only 45 percent of vocational program enrollees completed their courses during 1989 and these completers represented only 15.5 percent of the total juvenile corrections population. Failure to complete courses lowered students' perceptions of program quality. This led to difficulty in recruiting new students and reduced morale among the instructional staff (Ohio Council on Vocational Education 1990, 20). Furthermore, the types of vocational program offerings are often more the result of the historical development of juvenile correctional institutions and less the result of current labor market needs (Rominger 1990, 171).

Recidivism and Vocational Correctional Education Programs

Judging the success of vocational programs in correctional institutions by their ability to affect recidivism (re-incarceration) may appear to be a logical standard for the evaluation of such programs to most people outside of corrections. However, on closer inspection, there are several features that make recidivism a measure with serious problems in reliability and validity. Recidivism has no established meaning throughout the correctional systems in the United States. In a relatively pure system, the Federal Bureau of Prisons, the recidivism rate at 12 months hovers around

20 percent (Saylor and Gaes 1991, 8). Day (1979, 8) reported that, within the Federal system, recidivism at two years is about 33 percent and, after several years, flattens out at approximately 50 percent. However, these figures do not reflect former federal inmates who are later incarcerated in state systems. Recidivism rates for state systems do not reflect instances of inmates subsequently convicted of crimes and incarcerated in other state systems or in the federal system. Atkinson (1991, 1) points out that re-incarceration may be for a crime, but it also may be for a violation of the rules attendant to parole that are not, technically, criminal in nature.

A study of the federal system found evidence that some fluctuation in the recidivism rate is related directly to fluctuations in the rate of unemployment and lags about 13 months behind changes in the unemployment rate. This is about the time it takes for arrest, conviction, and incarceration (Day 1979, 7). Day (1979, 8) also remarked, "you can't hold a one-year welding program totally accountable for reforming an adult who's been in and out of prison several times." While investigating the effect of correctional education on recidivism in Illinois, the Illinois Council on Vocational Education (1988, 57-58) found several confounding variables affecting the results of its study:

(a) inmates may or may not participate in vocational education depending on their knowledge of or degree of uncertainty concerning their release date,

(b) institutional work assignments and intra-system transfers directly affect vocational program participation and completion,

(c) general economic conditions may affect program success (economic self-sufficiency) regardless of program completion and,

(d) cuts in government spending that affect post-release supervision (e.g., parole officer caseload) may affect post-release success independent of academic or vocational program participation or completion.

Atkinson (1991, 1) pointed out that participants in prison-based vocational education are not randomly assigned, an important consideration in scientific investigation. Because they are self-selected, there may be personal factors among this population that affect their recidivism independent of vocational program completion. They may be more criminal or violent in nature and thus more likely to be re-incarcerated, but possibly more likely to seek vocational training while in prison. Former inmates are also notoriously hard to track; many wish to break all contact with their prison pasts and get on with their lives. Tracking or following-up ex-convicts requires high levels of multiple inter-agency cooperation among various government agencies.

Studies on Correctional Education and Recidivism

Despite these considerations, vocational programs in correctional settings continue to be evaluated on the recidivism rates of former students and their success in gaining jobs after incarceration. As might be expected, studies using these standards have reported mixed results. In a longitudinal study of inmates with either work experience in Federal Prison Industries or vocational training while in federal prison, or both, Saylor and Gaes (1991, 12) claim that such persons displayed better institutional adjustment while in prison and were more likely to find a full-time job during pre-release (halfway house) residence. However, both the study group and the matched control group were equally likely to complete halfway house programs successfully.

The Illinois Council on Vocational Education (1988, 10-11) reported that former inmates who took a combination of vocational and academic classes while incarcerated had the lowest rate of parole violations (19 percent) twelve months after release. Those who took neither academic nor vocational education while in prison had the highest percentage of parole violations (28 percent). Those who took, but did not necessarily complete, only vocational courses returned at a rate of 21 percent and those who took only academic classes returned at a rate of 22 percent. Inmates who took a combination of vocational and academic classes while incarcerated enjoyed a lower unemployment rate and a higher employment rate than members of the other three study groups. However, the second lowest unemployment percentage occurred with the control group (no correctional education). This study was notable because the investigators used the Illinois Department of Employment Security to track the inmates' post-release employment experiences; this data, however, could not tell the investigators whether the inmates were working in the trades for which they were trained.

Atkinson (1991, 7) found no statistically significant difference in the return rate between those who completed vocational training and those who did not in Oklahoma. Eighty-five percent of the completers of JTPA-funded training programs in prison were employed

90 days after release. However, 48 percent were employed as laborers or in the food service industry, all low paying and low skilled jobs. As with the Illinois study, the data collection procedures did not show whether the inmates were working in the trade for which they were trained. Recidivism for all Oklahoma inmates hovered around 12 percent at one year, 24 percent at two years, and 30 percent at three years. For comparison, Minnesota Department of Corrections figures (1990, 28) place the return rate in its adult institutions at 23 percent at one year, 32 percent at two years, and 35 percent at three years after release.

Other Standards for Studying Vocational Correctional Education

Some authors have attempted to evaluate vocational programs in corrections on standards other than recidivism and job success. Halasz and Behm (1982, 47) suggested basing evaluation on a wide array of information collected from present inmates, vocational education teachers, vocational guidance counselors, vocational education supervisors, and program vocational advisory committees. They also suggested that data be collected from former inmates and their employers. Nelson, Lee, and Gilbertson (1988, 17-23) suggested an evaluation model for correctional education that relies on the ability of the system to document the competencies inmates achieved while incarcerated and its ability to articulate this information to potential employers and secondary and postsecondary vocational education.

Steinfeldt (1983, 75-80) evaluated educational programs at St. Cloud and Stillwater prisons in Minnesota using a criterion-based approach independent of recidivism or job success. Identifying eight criteria—need, resources, interest, goals, value, function, effectiveness and cost—he used questionnaires and official records to produce a score for each criterion and an overall score for each educational program. He judged seven of the vocational programs at St. Cloud and one of the vocational programs at Stillwater to be below criteria standards (Steinfeldt, 135-136). Problem areas were inadequate space, funding, communication, resources, and administrative support. Using a system dynamic analysis of the Minnesota's criminal justice system, including correctional education, Lee (1981, 175-176) determined that, while a stable job after release is more highly correlated with post-release success than education, education during incarceration is highly related to a stable post-release job.

Thus, different measures of program success may produce entirely different judgments on the quality of educational and vocational programs in correctional institutions. Re-incarceration or recidivism may be judged by one-, two-, or three-year standards. Rates of re-incarceration often include revocation of inmates' parole for violations of the conditions of parole that are not criminal behavior. The success of a state correctional system in reducing recidivism does not include data on whether released inmates subsequently serve time in other state correctional systems or in federal prisons. Finally, the success rate of former inmates in finding jobs and staying out of prison is also heavily dependent on factors that are simply not related to the quality of correctional education programs.

Conclusion

The delivery of educational services in institutions that do not have education as a primary purpose is a complicated process. Education is only one of many elements that make up the organizational culture of corrections. There is little hard proof that education promotes the goal of criminal justice more than any other component of corrections. Yet correctional education is justified by the common sense of improving the lot of convicted criminals and the proven relationship between low educational achievement and incarceration.

The characteristics of adults and juveniles in correctional institutions include low educational attainment, school failure, learning problems, and educational resistance. They are among the highest risk individuals in our society for failure at work, learning, and life. In response to this proven need, the criminal justice systems of this country have provided support, sometimes only half-hearted, for education as insurance against further criminal activity.

Proponents of correctional education claim that its benefits are enhanced by a comprehensive and holistic design composed of assessment that reports the inmates' needs in achieving functional competency in communication and mathematics, an academic curriculum that will address those needs, vocational special education, and intensive transitional services before and after release (Rutherford, Nelson, and Wolford 1985, 64-68). Improvement of correctional education requires support by correctional administrators and the prison culture, professionalism among its practitioners, leadership among its supporters, and extensive evaluation and research, from both inside and outside of corrections.

Corrections education is adversely affected by low levels of funding; disregard for educational needs during decisions on the disposition of inmates; facilities not designed for education services; lack of research, an overall mission and a strategic plan for corrections; and a lack of support from prison administrators on the inside and public educators on the outside. Despite these barriers, correctional education is often expected to reduce recidivism and guarantee the future job success of inmates after only spare and intermittent contact with them during their incarceration.

CHAPTER TWO
THE MINNESOTA CORRECTIONAL SYSTEM

With its 4,375,000 citizens, Minnesota ranks twentieth in population among the 50 states. With only 70 inmates per 100,000 population, Minnesota enjoys the rank of forty-ninth in adult incarceration rates among the 50 states (Minnesota Department of Corrections, 1991b, 2). However, when one factors in all persons under some form of control from the criminal justice system—adults and juveniles in the community corrections institutions, adults on parole and probation, and adults and juveniles serving active sentences in the state system—Minnesota ranks twenty-first in the United States in criminal justice control (Austin and Brown 1989, 3).

This is due, in part, to a heavy reliance on probation, various forms of alternative sentencing, and the local workhouses and jails operated under the Community Corrections Act (CCA). For example, through telephone interviews with educational supervisors throughout the Department of Corrections (state) system, the Council determined that about 3,266 adult and juvenile inmates were serving active sentences in state-run institutions during the winter of 1991-92. Through telephone interviews with education supervisors at community corrections institutions during the same period, the Council found that another 1,273 adults and juveniles were serving active sentences in community corrections institutions. Thus, 28 percent of all convicted adults or adjudicated delinquents serving active sentences in Minnesota are doing so in community corrections institutions.

The State-Operated Corrections System

The state system of institutions is operated by the Minnesota Department of Corrections. There are six institutions for adult males only and one for adult females (for full descriptions, see Appendix A). Willow River/Moose Lake is a prerelease unit for both adult males and females. Red Wing is the only institution that houses both adolescent and adult males, but no contact between the groups is allowed. Sauk Centre is both a correctional institution for juveniles as well as the in-service training center for the Department of Corrections. Thistledew Camp, in Togo, provides a therapeutic camping program for juveniles. The central office of the Department of Corrections, all adult institutions, and two of the three juvenile institutions are fully accredited by the American Correctional Association (ACA). Oak Park Heights was the first maximum security institution in the United States to earn a perfect score during a recent ACA audit (Minnesota Department of Corrections 1991a, passim).

Education is only one of many components in the rehabilitative programs in Minnesota's prisons. Treatment programs for chemical dependency and convicted sex offenders are found in almost every state correctional institution. Minnesota Correctional Industries (MCI) operates manufacturing and service industries in six of the adult institutions: Faribault, Lino Lakes, Oak Park Heights, St. Cloud, Shakopee, and Stillwater. These operations employ about 20 percent of the adult prison population with total yearly sales of $11 million dollars. MCI at Lino Lakes, in particular, employs over half of the inmate population in printing, furniture manufacturing, and office furniture moving enterprises (Minnesota Department of Corrections 1991a, passim).

Administration of Correctional Education in the State System

The state-operated correctional system in Minnesota has a mixed model of correctional education administration. Line teachers directly employed by the Department of Corrections operate under a bureau model. They report to their education supervisors who, in turn, report directly to the institution superintendent/warden and indirectly to the education coordinator in the central office. Vocational teachers employed by a technical college report to their department head at the technical college. The institution education supervisor administers the contract between the correctional institution and the technical college, but may not hire or fire technical college employees. The Department of Corrections educational coordinator may advise and counsel institutional education supervisors but personnel authority resides with the institution superintendent (Knudson 1992).

Funding of Correctional Education in the State System

Corrections is a large business in Minnesota, as in any other state. The total Department of Corrections budget in Fiscal Year 1990 was over $158 million, of which $127 million was direct state appropriations (Minnesota Department of Corrections 1991a, 18). Money spent on education in Department of Corrections institutions is now nearly eight million dollars for FY92 (Knudson 1992a). To understand the relative importance of education in the different institutions, it is advisable to view the expenditures as a percentage of institutional budget. (See Table 1).

Educational Programs in the State System

Lino Lakes has been primarily an industrial correctional institution and, until recently, has offered only limited educational offerings—adult basic education (ABE) and GED preparation. It is now expanding its education programs to include college courses, vocational courses, critical thinking classes, and other education-based prerelease activities. Willow River/Moose Lake was established in 1972 as a vocational training intensive minimum security institution. As can be seen from the relative size of its education budget, it continues in this function.

Oak Park Heights has only one ongoing vocational program, preparing students to become microcomputer specialists, and occasional courses in drafting. The inmates of Oak Park Heights, the highest security institution in the system, tend to have very poor prognoses for future occupational success; nearly one-half of them are serving life sentences. They are offered the standard courses in functional literacy, ABE and GED preparation, with additional courses toward Bachelor of Arts, Associate of Arts and Associate of Arts and Science degrees for the more ambitious inmates. The other adult institutions (Faribault, Shakopee, St. Cloud, and Stillwater) offer a basic spectrum of academic programs (literacy, ABE, GED, etc.) and a wide range of vocational programs. The proportionally larger educational budgets at Sauk Centre, Thistledew Camp, and the juvenile section of Red Wing are reflective of the fact that these institutions are, by definition, residential schools (Knudson 1992c).

The Community Corrections System

In 1973, two forces came together in Minnesota to provide fertile ground for a community corrections act: (a) the Minnesota state legislature was faced with the pros-

Table 1

Department of Corrections Institutional Expenditures (FY91)

Institution	Average Facility Population	Institutional Budget	Educational Budget	Percent of Budget on Education
Faribault	338	$9,524,000	$492,000	5.2%
Lino Lakes	312	$11,342,000	$74,000	0.7%
St. Cloud	724	$18,605,000	$1,528,000	8.2%
Stillwater	1,345	$31,399,000	$1,073,000	3.4%
Oak Park Heights	375	$17,227,000	$487,000	2.8%
Shakopee	150	$5,543,000	$223,000	4.2%
Willow River/Moose Lake	107	$4,570,000	$589,000	12.9%
Sauk Centre	84	$4,563,000	$822,000	18.0%
Red Wing	92	$6,793,000	$1,195,000	18.5%
Thistledew Camp	48	$1,906,000	$529,000	27.8%
Total		$111,572,000	$7,020,000	Average=10.2%
			average of adult institutions=5.3%	

(Source: Wolf 1992)

pect of building another correctional institution the size of Stillwater Prison, its largest; and (b) the citizens of the State were on the crest of a popular movement toward more local control of governmental services. The Community Corrections Act satisfied the needs of both groups by providing for the local incarceration of adults sentenced to no more than one year in prison and juveniles adjudicated delinquent for less serious crimes. Under the Act, a community or consortium of communities may build and operate a correctional institution. Quality control is insured by a Correctional Advisory Board and licensure through the Minnesota Department of Corrections (Martin 1992a).

In more densely populated areas, such as Ramsey and Hennepin Counties, where St. Paul and Minneapolis are located, a local correctional institution will serve primarily that county, accepting some inmates or residents from other counties on a contractual basis. In less densely populated areas of the state, a regional consortium will serve a much larger geographical area, as Tri-County Corrections in Crookston does for the northwest portion of the state and Northeast Regional Correctional Center does for the Duluth area. The juvenile community correctional institutions operate in much the same way. Hennepin County Home School serves adolescents from Minneapolis just as Boy's Totem Town serves the Ramsey County/St. Paul area. Once again, regional centers, such as Northwest Regional Juvenile Training Center in Bemidji and Arrowhead Regional Training Center in Duluth, serve larger geographical areas.

Administration of Education in Community Corrections

Because the institutions operating under the Community Corrections Act are not part of a larger system, most education programs are operated under the institution-based model of administration. In the adult institutions, the teachers are institution employees and not connected to a larger educational system. However, education programs are delivered by local school districts at all of the juvenile institutions. All teachers and school staff at the Hennepin County Home School are Hopkins School District employees. Similarly, the educational staff of Boy's Totem Town are St. Paul School District employees. In these juvenile institutions, all security, transportation, and treatment programs are delivered by employees of the local or regional correctional authority. This can place the education staff and their on-site coordinator in a very delicate position with respect to the correctional authority administration and security staff.

Table 2

Adult Community Corrections Institutional Expenditures

Institution	Average Facility Population	Institutional Budget	Educational Budget	Percent of Budget on Education
Hennepin County (FY91)* Adult Corrections	600	$11,058,678	$278,231	2.5%
Ramsey County (FY91)* Adult Corrections	246	$5,375,506	$79,429	1.5%
Northeast Regional* Correctional (FY93)	111	$3,023,491	$300,491	9.9%
Northwest Regional* Correctional (FY91)	57	$1,534,239	$253,020	16.5%
				average = 7.6%

(Sources: Harper 1992; Bruton 1992; Dosser 1992; Martin 1992b)

* Fiscal year for which source provided budgetary information

ing budget; some examples follow, (see Table 2).

The 7.6 percent average of institutional operating budgets spent on education in the adult community corrections institutions appears to exceed the 5.3 percent average spent on education in Minnesota Department of Corrections institutions. However, the average for community corrections is skewed heavily by the effect of the education budget at Northwest Regional Correctional Center on the small number of institutions. On closer inspection, one finds that Hennepin and Ramsey Counties, particularly, allocate a rather small percentage of their institutional operating budgets for education, although Hennepin County Adult Corrections is the third largest correctional institution in the study.

Because they are secondary schools, the juvenile institutions (actually their parent school districts) receive a per diem reimbursement from each student's home school district for educational service delivery. However, the local correctional authority is responsible for the physical plant, security, and treatment needs. Due to these multiple funding sources, total institutional budgets and total educational expenditures for the juvenile institutions in the community corrections system were unavailable.

Educational Programs in Community Corrections

Most of the adult institutions have a basic staff of teachers for literacy, ABE, and GED preparation. However, there is greater variation in the number of educational staff and program offerings found in adult community corrections institutions than is found in the Department of Corrections institutions. Ramsey County Adult Corrections, for instance, has just two teachers for an institutional population only slightly smaller than the state-run institution at Faribault, which has four literacy, ABE, GED, and art teachers, five vocational instructors, two vocational aides, and an educational coordinator. There are only nine vocational instructors in all the adult and juvenile community corrections institutions. Six of these work at Northeast Regional Correctional Center. Most community correctional centers have no vocational instructors. The addition of a vocational evaluator and career exploration instructor is often the position most requested by education supervisors at these juvenile or adult institutions.

At the juvenile community institutions, the programs consist of a standard course of study for secondary school students with accommodations made for the higher percentage of special needs students. In many of these institutions, most teachers are licensed in some area of special education, regardless of the subject area they teach. Of those education supervisors who kept such data, all placed the percentage of children with special needs at 40 percent to 50 percent of their school population. At Boy's Totem Town, 60 percent of students arrive with an Individual Education Plan (IEP) in some area of special education already in their school files (Ardoff, 1991).

The Carl Perkins Act and Correctional Education in Minnesota

Title II, Part A of the 1990 Carl Perkins Act (CPA) stipulates that one percent of the total block grant CPA monies to each state must be spent on correctional education. For FY93 in Minnesota, this amount comes to about $135,000. Two years ago, the State Board of Technical Colleges turned over administration of this set-aside to the Department of Corrections. Once requests for proposals were answered by institution education supervisors with proposals, Minnesota Department of Corrections Education Coordinator Roger Knudson empaneled a committee to read and evaluate the proposals. The funds for FY92 were awarded in the following manner:

Minnesota Correctional Facility (MCF)-Thistledew Camp was awarded $8,151 to serve about 40 juveniles per year. This money will be used to provide a basic skills program using the Corvus Network; set up a vocational exploration and assessment program using commercial software packages; and hands-on vocational experiences programs, specifically, the continuation of the small-engine repair program and the addition of a home maintenance program.

MCF-St. Cloud was awarded $25,453 to serve about 600 adult male inmates. This money will be used to set up a vocational counseling, assessment, and transition center. It will fund a full-time licensed vocational counselor; the administration of the Test of Adult Basic Education (TABE), Career Ability Placement Survey (CAPS), Career Occupational Preference System (COPS), and Career Orientation Placement and Evaluation Survey (COPES); individual career counseling and the development of individualized vocational plans (IVPs) for each client; use of a vocational exploration program employing the Minnesota Career Information System; and the development of a computerized transition flow chart and transition information booklet.

MCF-Shakopee was awarded $17,015 to serve about 200 adult female inmates. This money will be used to purchase interactive video equipment and 270 credits worth of courses from Hennepin County

Technical College to be delivered via two-way interactive television. The funds will also allow for the administration of the General Aptitude Test Battery (GATB) for women seeking career assessment.

MCF-Red Wing was awarded $7,690 to serve about 25 adult males and 100 juvenile males. These funds will be used to purchase credit hours from Red Wing Technical College for pre-vocation exposure to various skill areas and for the use of the Minnesota Career Information System for all juveniles and selected adults.

MCF-Sauk Centre was awarded $7,415 to serve about 150 juveniles. This money will provide for a subscription to the Minnesota Career Information System for career assessment; support for the pre-vocational programs in photography, industrial technology, consumerism, and vocational assessment; and hands-on work sample experiences in various occupational areas.

Tri-County Community Corrections was awarded $22,397 to serve about 40 adults. This money will be used to fund career assessment and training, and basic skills assessment and remediation.

Hennepin County Adult Corrections was awarded $10,829 to serve about 120 adult inmates. The money will fund a job search workshop, vocational and career assessment, development of individual transition plans, and transitional referral to employment and training programs in the community.

Boy's Totem Town was awarded $11,802 to serve about 250 juveniles. The money will help fund the salary of a vocational evaluator and technical tutor, purchase of vocational tests and inventories, purchase of a subscription to the Minnesota Career Information System and a computer on which to use it, and purchase of related instructional materials.

Anoka County Juvenile Center was awarded $11,358 to serve about 330 juveniles. These funds will be used to purchase a subscription to the Minnesota Career Information System for career assessment and exploration, an aptitude-based career development test, and comprehensive pre-vocational instruction.

Central Minnesota Residential Detention Center was awarded $4,000 to serve about 353 adult inmates. The money will be used to purchase material for vocational assessment and pre-vocational instruction.

CHAPTER THREE
RESEARCH AND SURVEY METHODOLOGY

The Council determined to execute a project that would describe the two systems of corrections in the state of Minnesota and report on the opinions and experiences of the vocational instructors and their supervisors working in the two systems. This was not intended to be an evaluation of the quality of correctional education in the State but a descriptive study that would serve as a basis for further research and evaluation in the future.

Describing the Correctional Institutions in Minnesota

Beginning in September 1991, introductory contact was made with Roger Knudson, Education Coordinator of the Minnesota Department of Corrections. Review of Department of Corrections publications and telephone interviews with the education directors of the state-run correctional institutions led to descriptions of the institutions and their educational components (in Appendix A) and the names of all vocational educators working in them. Through the fall and winter of 1991-92, contact was made with the individual education supervisors of the adult and juvenile community corrections institutions throughout the state. The descriptions of these institutions in Appendix A and the names of their vocational instructors are based on personal and telephone interviews with these coordinators. As a result, 57 vocational instructors and 18 education supervisors were identified by January 1992.

Surveying Correctional Educators

Based on the review of the literature, interviews with educational supervisors and the personal experiences of the primary researcher, drafts of two surveys were constructed and a project advisory committee was formed to review the drafts for content and appropriateness. The Advisory Committee for the Correctional Education Project was composed of educators from the state correctional system, the community corrections institutions, the University of Minnesota, the State Board of Technical Colleges, a local technical college involved in the delivery of vocational education to correctional institutions, and State Council staff.

At two meetings, on 27 January 1992 and 3 February 1992, the Advisory Committee reviewed and discussed the goal of the Corrections Education Project and contributed valuable revisions to the two surveys. The survey for correctional education supervisors (see Appendix E) contained 26 questions on a wide range of topics pertinent to their field. The survey for vocational teachers (see Appendix D) contained 35 questions ranging from daily class sizes to their opinions on the mission of correctional education. Twenty-one questions on both surveys were identical for purposes of comparison between the two groups of respondents.

Surveys were sent to the 57 instructors and 18 educational supervisors during the last two weeks of February 1992. A second mailing to all non-respondents was mailed during the last week of March 1992. A final series of telephone calls to all non-respondents was placed on 18 and 19 May in an effort to further increase the response rate. The final response rate for instructors was 72 percent (41 of 57) and for educational supervisors was 100 percent (18 of 18). The combined response rate for the project was 79 percent. Although this is a marginally acceptable response rate for mailed surveys, the data is missing the responses of 28 percent of the instructors whose opinions may differ substantially from those who did return completed surveys. Consequently, the Council cannot state that these results reflect the opinions of all vocational educators teaching in correctional settings in Minnesota.

Responses to multiple choice questions were tabulated. Responses to questions concerning program length, tenure, and school or class size were entered and arithmetic means were computed. Responses to the open-ended questions—18 on each survey—were reviewed for major recurring themes. Representative answers were chosen from among the responses, all answers were coded under these recurring themes, and all returned surveys were then tabulated.

Responses from the population of correctional vocational educators in Minnesota represents too small a number for extensive statistical manipulations. This study was also intended to be a first descriptive study of the correctional education system in Minnesota. Consequently, the responses of the instructors and supervisors were simply illustrated as percentages of those responding who answered in a given manner (see Appendices B and C). Many questions were open-ended and resulted in multiple answers; thus, many reported percentages will add up well over 100 percent.

Presentation of the Survey Results

Survey results were presented to the Project Advisory Committee on 10 June 1992. Also present were the assembled education supervisors from the Minnesota Department of Corrections. A list of conclusions prepared by the Council staff was discussed. These conclusions were reviewed and either revised or deleted by the assembled group. A presentation of the findings and revised conclusions was then made to the State Council on Vocational Technical Education on 18 June 1992. The conclusions, subsequent recommendations, and supporting arguments were further developed by the primary researcher for presentation to the Policy Assessment Committee of the State Council on 23 September 1992. The recommendations of the Policy Assessment Committee were then presented to the State Council for further discussion, adoption, or revision. After further revision, the final report, conclusions, and recommendations were adopted by the State Council on Vocational Technical Education on 10 November 1992.

CHAPTER FOUR
RESEARCH AND SURVEY FINDINGS

This section will describe the results of the survey responses by 72 percent (41) of the 57 vocational instructors and 100 percent of the 18 educational supervisors working in correctional institutions throughout Minnesota.

The Mission of Correctional Education

When asked what they perceive to be the mission of correctional education, the majority of the respondents (54 percent of the instructors and 83 percent of the supervisors) indicated that they saw the goal to be the delivery of academic and/or vocational education so that the inmate may function better in society. The second most prevalent comment, made by 49 percent of the instructors and 11 percent of the education coordinators, was that the intent of correctional education was to teach a specific trade or prepare the inmate for some unspecified future employment. However, 22 percent of the education supervisors also mentioned that the mission was to produce better socialized persons and better citizens, a comment mentioned by only 10 percent of the teachers. It is noteworthy that only 10 percent of the instructors and none of the supervisors mentioned the reduction of recidivism as part of the mission of correctional education.

The Link Between Correctional Education and Recidivism. The respondents were asked directly whether it was reasonable for the public to expect a relationship between correctional education and recidivism. Over 82 percent of the coordinators and 86 percent of the vocational teachers agreed that this was a fair expectation. However, none of the supervisors and only 17 percent of the educators stated that vocational education directly leads to a reduction in recidivism. The most frequently occurring comment on this subject, by 28 percent of the teachers and 24 percent of the supervisors, was that correctional vocational education leads to a source of income that *may* lead to reduced recidivism. Eighteen percent of the supervisors and 14 percent of the instructors expressed the opinion that vocational education helps reduce recidivism, but only in conjunction with many other variables. Eleven percent of the teachers and 12 percent of their supervisors stated that success in school increases self-esteem and leads to success in life. Eight percent of the instructors and 12 percent of the coordinators expressed the belief that there is no evidence that education affects recidivism.

The Staffing of Correctional Education

Instructors who taught in state correctional institutions accounted for 83 percent of the teachers who completed the survey. Although the large majority of these vocational teachers work in a state institution, only 58.5 percent work directly for the Minnesota Department of Corrections, while 43 percent work for a technical college or local school district. This is indicative of the stated goal of the DOC eventually to have all postsecondary vocational education delivered by the technical college system of this state. The intent is to ease the transfer of earned credits to a technical college after release as well as to increase the likelihood that these competencies will follow the inmate from one institution to another within the Department of Corrections.

Differences in Community Corrections Staff. While community corrections institutions accounted for 39 percent of the number of institutions in the study, only 17 percent of the instructors responding to the survey were from such institutions. This is not due to a low response rate among such instructors. This percentage is reflective of the 16 percent of vocational teachers who were identified as working in a community corrections institution. What is important to note is the difference in the ratio of vocational educators to *potential* clients (inmates) between state and community corrections institutions.

According to Department of Corrections's figures for FY91, there were about 3,266 adult and juvenile inmates in Department of Corrections institutions at any one time. The vocational education and training needs of these inmates were being served by 48 vocational instructors, a ratio of one instructor for every 68 inmates. Based on telephone interviews with community corrections education supervisors during the fall and winter of 1991-92, the Council's best estimate is that there are about 1,273 adult and juvenile clients and nine vocational instructors throughout the community corrections system at any given time. This is a ratio of only one instructor for every 141 potential students. In point of fact, most community corrections institutions have no vocational instructors on staff. Six of the nine instructors working in community corrections teach at the same institution.

Student to Teacher Ratio

The information on the number of instructors per inmate population should not be confused with the actual student to teacher ratio. The responding instructors indicated that, on the average, they worked with 11.6 students per class. This ratio is somewhat smaller for teachers of adolescents (8.56:1) and larger for vocational teachers in adult institutions (12.33:1). The instructors hold an average of 3.3 classes per day. Once again, vocational instructors working juvenile settings tended to teach a higher average number of classes per day (4.11) of shorter duration and those in adult settings taught a smaller average number of classes per day (2.97) but of longer duration. Of the 32 instructors who reported the number of different clients enrolled in their programs over the past year, the average was 79.4 students.

Time in Service and Licensure

When queried on their tenure in both vocational education and corrections, the instructors averaged 12.8 years teaching vocational or technical education and 9.3 years teaching in a correctional institution. While one might speculate that there is high turnover among those teaching in prisons, workhouses, and training schools, this was clearly not the case. In fact, 56 percent (23) of the 41 instructors had taught virtually their whole professional lives in a correctional institution.

By and large, correctional vocational instructors appear to be appropriately licensed for the areas in which they teach. Seven of the instructors are licensed in industrial arts, also known as industrial education or technology education. Some of these must be teaching in a related area since only three industrial technology programs were identified in the study. Only three instructors appeared to be teaching without licenses of any kind. What is remarkable, however, is that, while adult and juvenile correctional students have the full range of special education needs, only two instructors reported that they held licensure in any area of special education. Both were licensed in Emotional/Behavioral Disorders. The special education needs of correctional students is discussed later.

Vocational Programs in Correctional Education

Instructors and their supervisors were asked a number of questions about types of vocational programs offered, advisory committee involvement, program completion, and program improvement in correctional education.

Types of Vocational Programs

The survey found a wide variety of vocational programs throughout the correctional institutions of Minnesota. While one might expect such historically traditional corrections-based programs as building maintenance and food services to be over-represented in this group, they were not. Instructors of horticulture were the most prevalent (4), followed by instructors in auto mechanics (3), industrial technology (3) and independent living (3). Two vocational instructors were identified in each of the areas of welding, truck driving, upholstery, and business microcomputers. The survey information provided by the education supervisors suggests that at least 40 percent of the total student population in corrections is composed of persons taking vocational education. However, this estimate is weighed heavily in favor of the institutions owned and operated by the state. Many community corrections institutions have no vocational instructors on staff and offer no vocational programs.

Program Advisory Committees

Responding to questions concerning program advisory committees, a full 51 percent of the instructors stated that they did not have active advisory committees. Of the 19 instructors who claimed to have such committees for their programs, so few were able to specifically describe committee contributions to their programs that data on the responses were not compiled.

Program Completion Rates

When asked if a client completing their program would receive some certificate, diploma, or degree, 68 percent of the vocational teachers responded in the affirmative. When asked to describe the type of certificate or diploma, only 25 of the 41 instructors answered the question. Of these 25, 68 percent issued a diploma of recognition for class completion and 16 percent issued a certificate of class attendance. Only two instructors replied that completion of their program would result in either an Associate of Applied Science degree or a Minnesota State Apprentice License. Average completion time for postsecondary vocational programs was 1.5 years. Average completion time for a secondary prevocational program was threequarters of a year. Even with shortened programs, only 22 percent (568) of vocational program enrollees (2542) reported by the teachers completed a vocational course in the past year. While the average instructor had over 79 students enrolled in his or her program last year, the average number of program completers reported per year was slightly over 16, indicating a 20 percent average completion rate.

Aids to Program Completion

The greatest incentives to program completion were inmates' interest in the specific trade being taught (mentioned by 63 percent of the instructors) and the reputation of the instructor or program among the general prison population (mentioned by 37 percent of the teachers). Twenty-nine percent of the instructors said that inmates persisted because they recognized a need to be trained for some form of gainful employment after incarceration. Twenty-two percent of the instructors declared that program attendance was mandatory in their institutions, most of these with juvenile clients. Among the education supervisors, 50 percent indicated that inmates were simply interested in furthering their education while in prison. Thirty-nine percent of the supervisors mentioned that excellent teachers and courses were conducive to program completion. Thirty-nine percent of the coordinators also mentioned inmates' interest in gaining specific outcomes from the educational programs (e.g., a GED, diploma, or technical college credits toward a trade) being an aid to program completion.

Barriers to Program Completion

The greatest barrier to program completion, mentioned by 66 percent of the instructors and 50 percent of the education coordinators, was intra-system institutional transfer or release before completion of an academic or vocational program. Variations in program offerings throughout the state system mean that an inmate transferred from one institution to another in order to open up bed space for incoming residents may have to begin a different vocational program altogether, if program openings are even available. Inmates losing their freedom to attend classes due to violations of institution rules or misbehavior were seen by both instructors (49 percent) and supervisors (33 percent) as the second greatest barrier to program completion. Both groups agreed that inmates' inability or unwillingness to do the work necessary in class prevented some inmates from completing vocational programs.

The roles of conflicting institutional agendas in preventing inmates from staying in educational or vocational programs were clearly evident. Two such problems were mentioned by both educators and their supervisors in nearly equal percentages. Twenty-nine percent of the instructors and 22 percent of the supervisors stated that changes in prison schedules or inmates' work schedules within prison often ended inmates' participation in educational programs. Surprisingly, 15 percent of the instructors and 17 percent of the coordinators noted that potential earnings in prison industries, however meager, often drew both potential and current students away from educational involvement. The only divergence in opinion between teachers and their supervisors was that 28 percent of the supervisors believed that inmates often leave educational programs due to the completion of courses, a comment never mentioned by the line teachers.

Follow-up of Program Graduates

One of the greatest barriers to program planning, evaluation and improvement in correctional education is the inability to follow-up with program graduates to determine the extent to which those who begin education or training programs in prison complete their plans after release. A full 90 percent of the teachers and 100 percent of the supervisors stated that they did not follow-up with their students after release or transfer. Twenty-four percent of the teachers and 45 percent of the supervisors stated that such follow-up was prohibited by a policy of the Department of Corrections or the specific institution for which they worked. Twenty-four percent of the educational coordinators and 20 percent of the instructors stated that they knew of no systematic way in which such follow-up could be accomplished successfully. Only 5 percent of the teachers and 12 percent of the supervisors stated that such follow-up had a negative impact on former inmates. Thirty-eight percent of the vocational educators and 18 percent of their supervisors maintained some informal contact and follow-up with former students. This occurred generally through calls or letters from former clients who felt that their educational experiences in prison were positive steps in their lives.

Strengths of Vocational Programs

The teachers and their supervisors were asked about the strengths and weaknesses of the vocational programs in Minnesota's correctional institutions. Both the line teachers (51 percent) and the educational coordinators (72 percent) stated that excellence in instruction or course design were the primary strengths of their programs. Students exhibiting a high interest in the specific vocational course was mentioned by 39 percent of the instructors and 11 percent of the supervisors. The hands-on aspect of vocational training was seen as a strength by 24 percent of the teachers and 11 percent of the coordinators. Twenty-two percent of the teachers stated that the availability of jobs in the field for which they were training students was a major strength of their program.

Weaknesses of Vocational Programs

There was general agreement on the weaknesses of the vocational programs in the institutions. Forty-four percent of the supervisors mentioned a lack of adequate space in which to teach vocational programs. Both 28 percent of the supervisors and 42 percent of the instructors stated that a primary weakness of their vocational programs is a lack of time to properly train their students or to allow them to finish courses before the students are released from the correctional system or transferred to another institution. Also notable is that 42 percent of the instructors and 22 percent of the coordinators stated that their vocational programs were weakened by a lack of necessary equipment, supplies, or curriculum materials. Other, though less frequently mentioned, weaknesses were the lack of outside contact with the industry or trade being taught, the inability to pre-screen potential students for interest or ability, and the lack of support for correctional education by prison administrators. It bears noting that 17 percent of the supervisors stated that their institution simply lacks a vocational program altogether.

Facilities For Vocational Programs

When asked whether their institution was designed for the vocational program they taught, 56 percent of the vocational instructors replied that it was not. The reaction among supervisors was even more pronounced. Eighty-two percent stated that their school facility was not designed for the vocational programs that were offered. Specifically, 64 percent of the instructors indicated a need for more laboratory space for the trade or course they were teaching and 33 percent indicated a need for a shop designed for their program. Fifty percent of the supervisors stated a need for a new building specifically designed for educational programs and 33 percent stated a need for better designed classrooms or shops for the programs they offer. Members of both groups expressed a desire for the addition of separate classrooms to the vocational shops for seatwork and project planning.

Equipment and Supplies for Vocational Programs

Almost 72 percent of the instructors and 39 percent of the supervisors felt that their supply budgets were adequate from year to year. Furthermore, only 13 percent of the instructors and 11 percent of the coordinators noted any great variation in their supply budgets. However, 50 percent of the supervisors would like to see an increase in their supply budgets, judging them to be currently inadequate.

When queried on equipment, the level of satisfaction decreased among the respondents. Only 50 percent of the teachers and 17 percent of the supervisors thought that vocational equipment budgets were adequate for any given year. In addition, 28 percent of the instructors and 17 percent of the supervisors felt that they had experienced great variation in their equipment budgets from year to year. There are beneficial reasons for variations in vocational equipment budgets among instructors in a vocational department, such as leapfrogging equipment expenditures from year to year to allow individual instructors to purchase expensive equipment. However, such reasons were never mentioned by the vocational teachers as explanation for such variations.

Curriculum Issues

When asked whether their vocational programs followed established content goals or learner outcomes, 95 percent of the instructors and 67 percent of the supervisors answered that a written curriculum was regularly used. Thirty-three percent of both the teachers and coordinators stated that the curriculum was designed entirely by the instructor. However, 31 percent of the vocational instructors and 33 percent of the supervisors stated that the vocational courses used a local technical college curriculum as a basis for their programs. There was some disagreement between the instructors and their supervisors on state-issued curriculum guides. Eighteen percent of the teachers stated that they were using such publications while none of the supervisors mentioned them.

Due to the unique nature of correctional education, some differences in the curriculum or process of instruction is inevitable. The vocational staff and their supervisors were queried on the level to which the instructors were involved in the curriculum review and development process. As may be expected, 51 percent of the teachers and 22 percent of the supervisors stated that the instructor handles all review and changes to the curriculum. Furthermore, 28 percent of the teachers and 22 percent of their coordinators stated that the curriculum was changed or developed by the instructor in conjunction with the local technical college or school district.

Instruction in Independent Living Skills

Much is written concerning the needs of correctional students in the areas of job seeking and keeping skills and independent living skills. The Council asked the instructors whether they taught such skills as a normal part of their vocational programs. Sixty-three percent of the instructors indicated that they were teaching job searching skills and 61 percent indicated that they were currently teaching job keeping skills. Thirty-four percent of the instructors taught inmates how to seek further job training and 42 percent taught resume writing. Forty-two percent of the vocational teachers taught inmates how to seek further education and 44 percent taught job interviewing skills regularly in their classrooms. Over 85 percent of the instructors stated that many of these same skills were generally taught in other programs in their institutions. Sixty-three percent cited academic classes as the venue for such instruction and 34 percent cited treatment programs as the location for instruction in independent living skills. Twenty-two percent indicated that independent living skills were taught in other (unspecified) programs. Only 10 percent of the instructors claimed that such skills were taught in a specific prevocational course.

Assessment of Students' Educational Needs

Quite often the basis for any instructional changes in a given setting is accurate knowledge of the educational needs of the clientele. Such accuracy is related to the quality and precision of evaluation data collected at intake. Almost 80 percent of the instructors and 81 percent of the supervisors claimed to have access to evaluation data on their clients. However, when asked about the source of this data, 28 percent of the teachers and 50 percent of the education coordinators referred only to some non-specified pretesting at the institution. Of those who did specify the nature of the data, 21 percent of the instructors and 19 percent of the supervisors mentioned the Test of Adult Basic Education (TABE). One notable point of divergence between these two groups is that 48 percent of the educational supervisors and only 18 percent of the instructors mentioned forwarded school records as their source of data concerning the educational needs of their correctional students. However, 25 percent of the coordinators and 18 percent of the teachers were able to name the specific tests used in a full and specific educational screening during intake at their institutions.

The Special Education Needs of Correctional Education Students

Some evidence for the incidence of special education needs among the correctional population was collected in this study, although no evidence on the actual rate of occurrence was collected and statements on the prevalence of such conditions among Minnesota's incarcerated population cannot be made based on this study. Both supervisors and instructors were asked to react to lists of virtually every special educational needs category recognized by secondary and postsecondary education and indicate whether their current students exhibited any of the handicapping conditions. This discussion must reasonably be separated into the reactions of those working with juvenile populations and those working with adult populations.

Juvenile Students

Among the 13 teachers and seven supervisors who work with juvenile populations, virtually every area of special needs was noted (see Graph 1). The most cited condition was emotional/behavior disorders (E/BD), by 100 percent of the supervisors and 85 percent of the instructors. Specific learning disabilities, economically disadvantaged, and academically disadvantaged were also noted by 100 percent of the educational coordinators and 69 percent of the teachers. Mental impairment among their clients was reported by 51 percent of the teachers and 71 percent of the supervisors. Adolescents with limited English proficiency (LEP) were reported by 46 percent of the teachers and 71 percent of the coordinators. Other health impairments, such as attention deficit disorder, hyperactivity, or asthma, were reported occurring by 54 percent of the instructors and 86 percent of their supervisors.

Adult Students

Among the 34 teachers and 12 supervisors who work with adults, virtually every area of adult special needs was noted with the exception of deaf, blind, or severely mentally handicapped (see Graph 2). Ninety-two percent of the supervisors and 56 percent of the instructors claimed that students with specific learning disabilities were currently in their correctional education classrooms. Students with emotional or behavioral disorders were noted by 74 percent of the teachers and 83 percent of the supervisors. Students who were either academically or economically disadvantaged were mentioned by about 75 percent of both the teachers and supervisors. Mild to moderate mental disabilities among adult correctional students were reported by 42 percent of the education supervisors and 27 percent of their instructors. Many instructors and supervisors also stated that they were currently working with adults who were physically impaired, hearing impaired, or who suffered from such conditions as limited strength or asthma. As with the juvenile population, 38 percent of the instructors and 75 percent of their coordinators reported students with limited English proficiency.

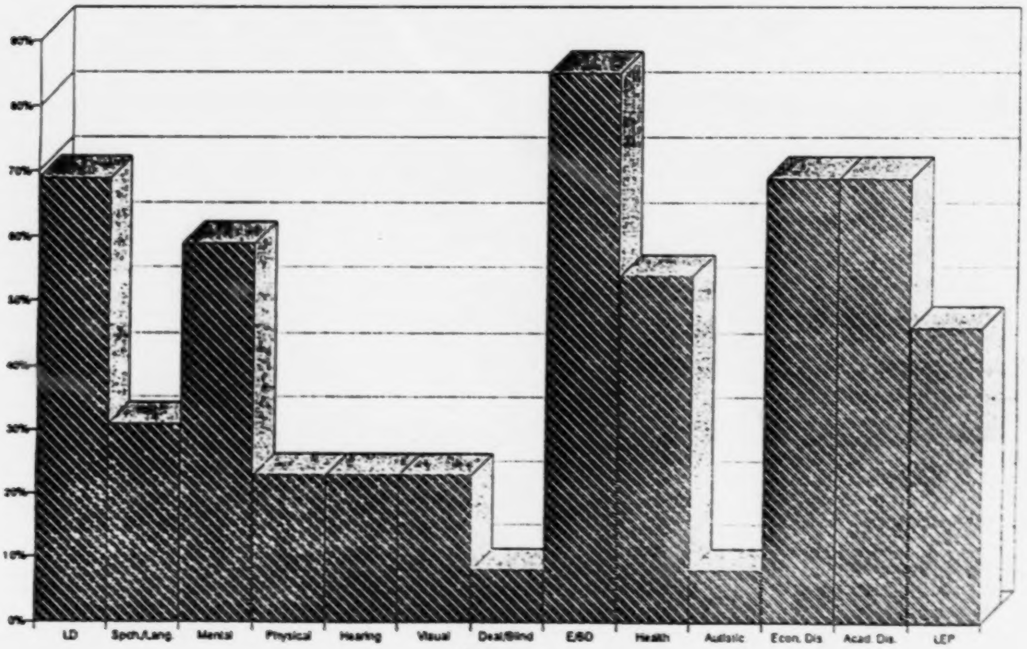
Instructional Changes

Once special needs information is collected, some strategies to accommodate theses needs must be selected. Perhaps the greatest single area of divergence in opinion between instructors and their supervisors on the survey occurred in their perceptions of how these decisions were made. While 49 percent of the instructors reported that instructional accommodations were decided entirely by the instructor, only 11 percent of the supervisors reported this. Sixty-seven percent of the supervisors stated that instructional changes were based on consultation with other educational staff after a full educational evaluation of the student; 32 percent of the instructors also reported that this process was normally used. Seventeen percent of the supervisors stated that accommodations were based on forwarded school records. Only 5 percent of the instructors reported using forwarded school records.

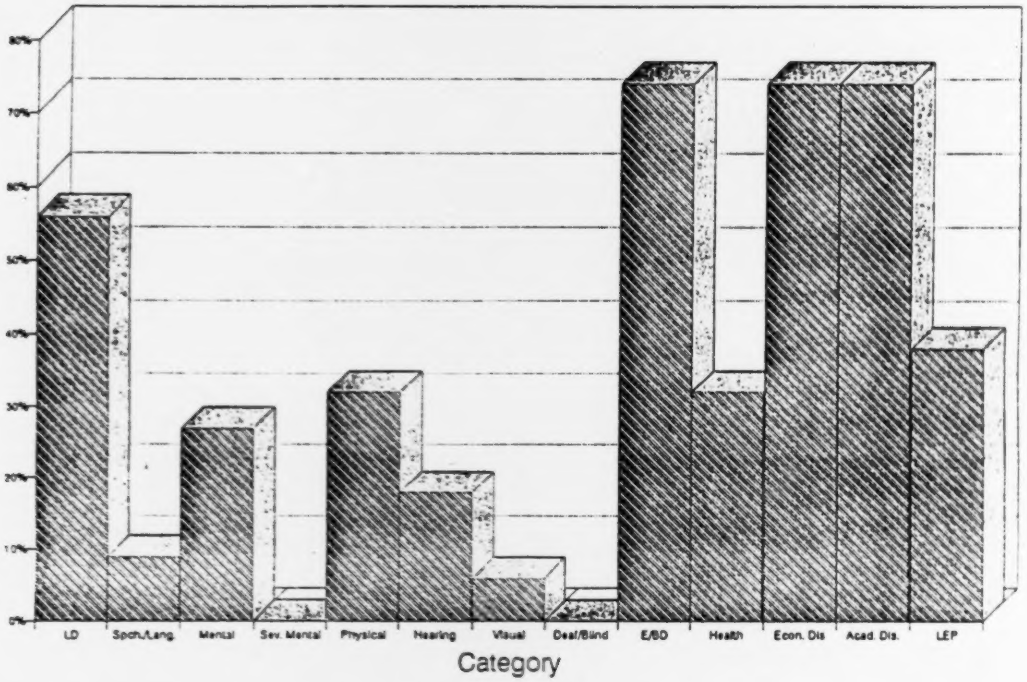
The Improvement of Correctional Education

When asked how they would improve vocational correctional education, there was some disagreement between the two groups of respondents. Thirty-three percent of the supervisors were interested in increasing funding for *all* correctional education programs. The highest occurring answers among vocational teachers (19.5 percent) concerned post-release follow-up with students to determine their success rate at gaining and keeping jobs after release and the need to allow students the time and means to complete training programs before release (also 19.5 percent). There was some agreement, among 28 percent of the supervisors and

Graph 1
Special Needs among Juveniles



Graph 2
Special Needs among Adults



19.5 percent of the instructors, that transitional support from prison to post-release work and living is a necessary precondition to the improvement of correctional education. Seventeen percent of the teachers and 17 percent of the coordinators also agreed that vocational correctional education needs better equipment and/or facilities for improvement.

Numerous other suggestions for improvement occurred in lower percentages. Supervisors also mentioned better networking between vocational educators and potential employers for program graduates (11 percent), building separate school buildings at correctional institutions (11 percent), and offering vocational programs appropriate to labor market needs (6 percent). Instructors also mentioned more support from prison administrators and security staff (17 percent), vocational courses current with industry practices (12 percent), and increasing the incentives to take vocational education courses to equal that offered by prison industries (7 percent). Three vocational teachers and one educational coordinator suggested more careful selection and/or better training of correctional education staff.

CHAPTER FIVE
CONCLUSIONS

The Council intended to evaluate correctional education programs "on the basis of their effectiveness in helping criminal offenders attain employment and living skills, achieve economic self-sufficiency, and become law-abiding members of the community." The answers to these questions are simply not available in either the national literature or in the data of the correctional community of Minnesota. The conclusions of this report address what did come to light through the review of the national literature and the descriptive study of vocational correctional education in most of the correctional institutions in Minnesota.

Follow-up and Recidivism. Failure to follow-up systematically on the recidivism, continuing education and job acquisition rates of former inmates in the adult system and former students/clients in the juvenile system prevents the correctional system from determining the programmatic quality of correctional education. Minnesota has no adequate accountability system for the continuous improvement of correctional education.

Eighty-six percent of the instructors and 82 percent of the supervisors agree that it is reasonable for the public to expect a positive relationship between correctional education and recidivism. One of the three most popular suggestions for improvement of correctional education by instructors was follow-up with students to determine their rate of success in gaining and keeping jobs after their release. Yet 100 percent of the supervisors and 90 percent of the instructors do not actively follow-up on former students. Most believe that such follow-up is specifically prohibited by the Department of Corrections or institutional policy on contact between former inmates and correctional staff.

While 54 percent of the instructors and 83 percent of the supervisors believe that the mission of correctional education is to help the inmate function better in society, correctional educators have no valid and reliable way of determining whether their efforts impact on the ability of inmates to function in society after release.

Correctional Education and Recidivism. Correctional education is only one of many variables that may reduce recidivism.

Although strongly agreeing with the proposition that the public has a right to expect a relationship between correctional education and reduced recidivism, very few of the instructors and none of the supervisors claimed that education leads directly to a reduction in recidivism. Many explained that vocational education leads to a source of income that *may* lead to reduced recidivism. Others explained that correctional education helps to reduce recidivism in conjunction with other variables.

The literature also addresses what may be a self-inflicted problem facing educators in prison settings. There appears to be nearly universal acceptance of the proposition that the correctional population is significantly different from the normal population in educational attainment and skills with respect to functional literacy. This has often been the basis for exaggerated claims on the efficacy of educational programs in prisons by educators and subsequent high expectations for such programs by the general public and prison administrators. Failure to deliver on these promises with miraculous reductions in recidivism has threatened the viability of such programs and their support within the criminal justice culture.

Educational programs, however, do not exist in isolation from a wide range of variables found in the prison culture and in the individual inmates. After all, correctional institutions do not have the education of their residents as their first priority. Education must be accepted as only one of many elements in the rehabilitative effort, an element that may have no effect on some individuals. Similarly, neither sex offender treatment programs nor long mandatory sentences have a positive effect on some individuals. A truly effective correctional system must be based on a comprehensive and holistic design that attempts to deliver all rehabilitative elements through an effective and continuously improving process, while accepting that the process may not work at all with some individuals.

Vocational Program Completion. The transfer or release of correctional students prior to program completion is the greatest barriers to vocational program completion.

The data suggests that vocational program completion among the correctional population in the state of Minnesota is between 20 and 22 percent. Fifty percent of the supervisors and 66 percent of the instructors listed inmate transfer or release as a reason students leave vocational programs. This was the most frequently cited reason for failure to complete vocational programs. Twenty-eight percent of the supervisors and 42 percent of the instructors listed a lack of time for inmate completion due to releases or transfers as a major weakness of their programs. One of the three suggestions for the improvement of vocational correctional education most frequently mentioned by instructors was that students be allowed the time and means to complete training programs while in prison.

This is clearly a national problem with few practical solutions in evidence. Correctional educators are neither privy to nor influence decisions on the disposition of their students. A constantly repeating theme in the literature is the frequency with which inmates are transferred throughout correctional systems, *with little regard for their educational needs*. This is perhaps the one area where correctional administrators and educators are most in conflict. The relative importance of correctional education to the prison system is stated loudly and clearly every time a student leaves an educational program without warning, consultation, or program completion.

Transitional Services. Correctional education would be improved by sustained, intensive transitional services immediately before and after release.

Transitional services was mentioned by 28 percent of the supervisors and 19.5 percent of the instructors as a component they would employ to improve vocational correctional education. The importance of intensive transitional services to the reduction in recidivism, to job attainment and to the occupational persistence of former inmates is a recurring theme in the national literature, as well. The importance of this element in the success of programs for special populations is finding increasing currency in the literature of special education and recent legislation, including the Carl D. Perkins Vocational and Applied Technology Act of 1990 (Title III, part C, sec. 322 [a][2]).

Community Corrections. Vocational education in the community corrections institutions is poorly defined. It lacks adequate funding and planning. A significant population is not served.

The definition and use of vocational education in adult community corrections institutions suffers from a much wider variation in programming and funding than is found in the state-operated institutions. While Northeast Regional Correctional Center maintains six vocational programs, neither the Ramsey County nor Hennepin County workhouses have even one such program. The juvenile institutions fare somewhat better, perhaps due to their relationship with local school districts, although this still does not guarantee appropriate vocational programming. Educational expenditures in community corrections, as a percentage of total institution operating budget, average two-thirds of educational expenditures in state-run institutions.

Vocational Advisory Committees in Correctional Education. Half of the vocational programs in correctional institutions have no advisory committees. There is a significant lack of evidence on the effectiveness of the advisory committees for the 49 percent that do claim to have such committees.

Fifty-one percent of the instructors who responded to the inquiry on whether they had an active advisory committee said they did not. As a check on those who did claim to have such committees, the survey followed-up on a positive answer by asking for a description of the contribution that such committees make to their vocational programs. This answer was routinely and almost universally left blank.

Special Educational Needs of Correctional Students. The full range of special education needs are found in the adult and juvenile clients in correctional institutions.

Both the instructors and their supervisors clearly confirmed that many correctional students exhibit special needs across a wide range of areas of exceptionality. The national literature indicates a high prevalence of special needs among the adult and juvenile correctional population. It would appear to follow from both these sources that institutional learning is a type of special needs education and practitioners ignore this knowledge at their peril.

Daily Prison Schedules. A lack of coordination in the scheduling of daily institutional activities prevents vocational program attendance and completion.

Twenty-two percent of the supervisors and 29 percent of the instructors listed changes in work or prison schedules as the reason inmates do not complete vocational programs. Vocational education—in fact, any education—in prison takes place in an atmosphere of constantly competing and changing treatment and work programs. When education is treated as an important but optional program by the prison administration, its importance to the individual students is devalued by example. Careful planning of and commitment to a consistent daily schedule could alleviate such mixed signals.

Prison Industries. The monetary incentives to work in prison industries compete with educational programs.

Seventeen percent of the supervisors and 15 percent of the instructors noted that better pay in prison industries draws inmates away from vocational education programs. It is difficult for education to compete with prison industries unless the incentives are equal. Among a population with a proven record of poor decision-making, many inmates will gravitate toward activities which promise the greatest short-term rewards. If correctional administrators support educational participation, then the reward for participation in these activities must equal or exceed the reward for participation in alternative activities.

CHAPTER SIX
RECOMMENDATIONS

It bears noting prior to recommending improvements in any system of correctional education that such changes are irrevocably linked and interrelated. Perhaps the greatest lesson we can draw from the literature on correctional education and the opinions of its practitioners in this state is that a successful educational effort in an institutional setting depends on the extent to which education is viewed, planned, and delivered as part of a holistic system of treatment rather than as isolated events, merely coincidental to incarceration.

Recommendation One: Special Needs

The Council recommends that the Commissioner of the Department of Corrections recognize and accommodate the unique educational requirements of the learners with special needs served by the correctional education delivery system.

Rationale. The national literature clearly shows that the incarcerated population suffers from significant educational deficits. Both adult and juvenile criminal offenders are significantly different from their non-criminal peers in educational ability, attainment, and achievement. The results of the Council's survey indicate that the responding instructors, untrained though they may be in special education diagnostic skills, recognize that they are presented daily with the entire range of special needs in their institutional classrooms. It bears explaining that an individual with a learning disability is not merely learning disabled in the classroom, but carries this barrier through all his or her waking hours. The result may well be an inability to learn and internalize the societal rules that the average citizen takes for granted. What is diagnosed as a behavior disorder in an adolescent, worthy of special services, is viewed as merely inappropriate and often illegal behavior in the adult, worthy of only social failure and inevitable incarceration. It is difficult to overestimate the importance of meeting the special education needs of inmates.

Recommendation Two: Follow-up

The Council recommends that the Commissioner of the Minnesota Department of Corrections establish and implement a system for the continuous improvement of correctional services that includes follow-up of the post-release outcomes of inmates, including recidivism and job placement.

Rationale. Both the literature and the responses of the vocational educators included in this study strongly converge on this point. One of the three most popular suggestions for improvement of correctional education by vocational instructors was follow-up of students to determine their rate of success in gaining and keeping jobs. Continuous improvement in the entire field of corrections depends on establishing a valid and reliable set of known outcomes for formerly incarcerated individuals. This will require a universally accepted definition of recidivism in Minnesota on which all decisions are made.

The rigorous collection of follow-up data could then occur to establish benchmarks for future comparison with outcomes after changes or planned improvements in the correctional system are implemented. Without such data, correctional systems can never be entirely confident that designed improvements result in actual successful outcomes. Data from this follow-up system would be most valuable if it is valid, reliable, easily available to the public and disseminated on a yearly basis to all treatment centers and correctional institutions in the state. The data could report the rate of recidivism for each institution, rates of job acquisition and persistence, and continuing education status of former inmates or clients. The data might best be collected in such a way that it can be viewed in aggregate and by treatment program, educational program or institutional classification.

Recommendation Three: Transitional Services

The Council recommends that the Governor and the Legislature establish a statewide system of intensive and sustained transitional services for incarcerated individuals.

Rationale. This clearly complements Recommendation Two. Federal legislation, the professional literature and the opinions of the survey respondents converge on this subject. Transitional services was mentioned by 28 percent of the supervisors and 19.5 percent of the instructors as a component they would employ to improve vocational correctional education. The importance of intensive transitional services to the reduction in recidivism, to job attainment and to the occupational persistence of former inmates is a recurring theme in the national literature, as well. The importance of this element in the success of programs for special populations is finding increasing currency in the literature of special education and recent legislation, including the Carl D. Perkins Vocational and Applied Technology Act of 1990 (Title III, part C, sec. 322 [a][2]). Too often, however, the need for transitional services is answered by the simple purchase of a curriculum package designed to teach a basic repertoire of independent living skills. Successful implementation of transitional services is a process, not an event.

Many inmates must be not only taught how to seek, apply for, and keep a job or enter and stay in school, but clearly must also be walked through the process a time or two before they become competent at such skills. These individuals become easily frustrated and quit when faced with the paperwork and lines associated with application for work or school. While this might seem like pandering to the needs of the most unlikable sector of our society, such close supervision and aid may be the only way these individuals can develop the habit of completing what they started. This is a necessary precondition to functioning successfully in society. Transitional services should become an important feature of community corrections, taking full advantage of local human services and educational agencies. These services should begin well before release and continue for at least 90 days after the inmate is released.

Recommendation Four: Program Completion

The Council recommends that the Commissioner of the Department of Corrections use evidence of inmates' demonstrated marketable employment skills as a key factor in determining releases and transfers. Pre-screening of vocational program applicants should include consideration of the probability that the potential student can finish the program, if so inclined.

Rationale. Fifty percent of the supervisors and 66 percent of the instructors listed inmate transfer or release as a reason students leave vocational programs. This was the most frequently cited reason for failing to complete vocational programs. Twenty-eight percent of the supervisors and 42 percent of the instructors listed a lack of time for inmate completion due to releases or transfers as a major weakness of their programs. One of the three suggestions for the improvement of vocational correctional education most frequently mentioned by instructors (19.5 percent) was that students should be allowed the time and means to complete training programs while in prison.

A 20 percent completion rate among correctional vocational students is unacceptable. Education in a correctional setting must be part of the design of the treatment program. The correctional system must find nothing less than completion of a treatment program (including education) to be appropriate and acceptable. Vocational education accomplishes much less piecemeal than it does as a completed package. If students are to leave the correctional institution with marketable skills, then they must be given the opportunity to complete their training in these skills.

Every effort should be made to influence inmates to begin vocational programs while there is time left in their sentences to finish such programs. Courses could be designed and taught in modules composed of appropriate behavioral objectives or learning outcomes. Acceptance of module completion should be negotiated with the technical college system for ease of articulation.

The state correctional system will always have to transfer inmates between institutions to make room for clients or for pre-release programs available only at specific institutions. Consequently, every effort must be made to insure articulation between programs inside and outside the system. For instance, learning vocational skills in module form would allow the student to pick-up where (s)he left off, if the new institution offers the same program. Mutual agreement on the transfer of competencies (completed learning outcomes) from the correctional setting to the technical college campus would provide a process for the inmate to continue with his or her education.

Recommendation Five: Community Corrections

The Council recommends that the Commissioner of the Department of Corrections institute a process to develop leadership, vision, and strategic plans for vocational education and related services in institutions operated under the Community Corrections Act.

Rationale. Vocational education in adult community corrections institutions suffers from a much wider variation in programming and funding than is found in the state-operated institutions. Community Corrections in Minnesota is a nearly invisible system of institutions in which all education is inadequately funded. Evidence for this position may be found in that nearly 28% of individuals incarcerated in Minnesota are not counted in the state's published incarceration rate, as well as the low funding of education, as a portion of institutional budget, under which these institutions operate.

The Community Corrections system has been allowed to evolve without a cohesive mission throughout the twenty years of its existence. Support for education in the adult institutions in this system is dependent almost entirely on the commitment of the facility superintendent to education; the entrepreneurial success of its education coordinator, where one is present; and the ability of the local community to pay for such services. Twenty years following the passage of the Community Corrections Act is an ideal time to take a look at how educational and treatment services at different community institutions have or have not evolved.

It is apparent that the short length of stay in such institutions (maximum of one year) poses some unique problems in educational service delivery. It is entirely possible that trade preparatory programs may not be appropriate for such institutions. Vocational education may take on a very different form under these conditions; perhaps prevocational skills only may be appropriate. What is apparent is that the funding, design and delivery of education in these institutions varies widely. The time has come to commission a study of education (and all treatment) in community corrections institutions and make recommendations for its continuous improvement. Minimum levels of quality and percentage of total operating budget on educational expenditures in these institutions might be set and compliance with these standards required.

Conclusion

The Council wishes to stress that these recommendation are related, not isolated, factors in the improvement of a comparatively excellent system. Improvement in correctional education demands planning, implementation, and evaluation of a total systemic nature for the greatest gains to be realized. These conclusions and recommendations were made based on the Council's findings during a predominantly descriptive study of correctional institutions in Minnesota. Correctional education is under-researched. Improvement in correctional education requires further research and evaluation. The results of research must be applicable to the field of practice for the continuous improvement of vocational education in meeting the needs of inmates and the goals of the correctional system.

APPENDIX A
NOTES ON MINNESOTA CORRECTIONAL INSTITUTIONS

(All information from Department of Corrections publications, survey responses and interviews with Roger Knudson and individual education directors)

Minnesota Department of Corrections

Roger Knudson, Education Coordinator,
Phone - 612/642-0244

Adult Correctional Institutions

Minnesota Correctional Facility - Faribault

JoAnn Akemannchein
Education Director
Phone - 507/334-0700

- conversion of Faribault Regional Treatment Center to adult male medium security prison
- current capacity is approximately 338; eventual capacity 500-600
- education department serves about 35% of the inmates
- academic programs include literacy, GED preparation, preparation for high school diploma, and art
- vocational education provided by Riverland Technical College
- 5 vocational programs: building maintenance, cabinet making, horticulture, computers, upholstery
- all 5 vocational instructors are Riverland Technical College employees

Minnesota Correctional Facility - Lino Lakes

Bert Mohs, Assistant Superintendent, Operations
Francine Carter, Lead Teacher
Phone - 612/780-6100

- adult male medium and minimum security prison
- capacity of 312 (will increase to 480 in mid-February, 1992); average population is 300; serves about 860 inmates each year
- education department serves about 11.5% of inmates
- academic programs include ABE and GED preparation
- no vocational programs; some programs will be added during 1992

Minnesota Correctional Facility - Oak Park Heights

M. Eileen Welsh
Education Director
Phone - 612/779-1412

- adult male highest maximum security prison
- capacity of 400; average population is 375; serves about 740 inmates each year
- education department serves about 28% of the inmates in its classes
- academic programs include literacy, ABE, GED preparation, and several types of degree programs arranged through a consortium of postsecondary schools
- 1 vocational program in microcomputers
- vocational instructor is a Northeast Metro Technical College employee

Minnesota Correctional Facility - Red Wing

John Odden
Education Director
Phone - 612/388-7154

- adult male minimum security unit (also serves juvenile males in a separate unit)
- capacity of 80 adults; average population is 77 adults; serves about 232 adults each year
- academic programs include remedial reading and mathematics and ABE
- 2 vocational programs for adults: graphic arts, food services
- all vocational instructors are Department of Corrections (DOC employees

Minnesota Correctional Facility - Shakopee

Tom Daly
Education Director
Phone - 612/496-4481

- adult women's prison
- capacity of 144; average population is 150; serves about 275 inmates each year
- education department serves about 53% of the population
- academic programs include functional literacy, ABE, GED preparation and testing, college courses, and some arts and humanities courses
- 3 vocational programs: electronic office, horticulture, desktop publishing
- 4 vocational teachers - 1 is a DOC employee; 1 is a Hennepin Technical college instructor teaching on-site; 2 are Hennepin Technical College instructors delivering distance education over interactive television

Minnesota Correctional Facility - Willow River/Moose Lake

Renee Ramsay
Education Director
Phone - 218/372-3101

- adult male minimum security pre-release units; some adult women on pre-release
- capacity of 132 men; average population is 107; serves about 480 inmates each year; 30 to 40 women use this institution for pre-release
- education department serves about 40% of inmates at the two facilities
- academic programs include literacy, ABE, GED preparation, math, english, and general courses
- 6 vocational programs; welding, machine tool, truck driving, tractor trailer repair, marketing, business microcomputers (for women only)
- all 11 vocational instructors are Pine Technical College employees

Minnesota Correctional Facility - St. Cloud

Bruce Hanson
Education Director
Phone - 612/255-5000

- young adult male (18-23) maximum security prison
- capacity of 720; average population is 724; serves about 1,950 inmates each year
- education department serves about 51% of inmate population
- academic courses include literacy, ABE, GED, some higher education, art and music, and special education services (including Chapter I programs)
- 12 vocational classes: auto body, auto mechanics, baking, barbering, furniture finishing, masonry, meat cutting, painting and decorating, printing, small engine repair, 2 upholstery classes
- all vocational instructors are Department of Corrections employees

Minnesota Correctional Facility - Stillwater

Billy T. Morehead
Education Director
Phone - 612/779-2786

- adult male maximum security prison
- capacity of 1,330; average daily population is 1,345; serves about 3,000 each year
- education department serves about 31% of inmate population
- academic programs include literacy, ABE, GED preparation and testing, and some college courses
- 6 vocational programs; carpentry, horticulture, welding, machine shop, food service, microcomputer programming
- 1 vocational instructor is DOC employee; 8 vocational instructors are Northeast Metro Technical College employees

Juvenile Institutions

Minnesota Correctional Facility - Red Wing

John Odden
Education Director,
Phone - 612/388-7154

- juvenile male minimum security unit (also serves adult males)
- capacity is 80; average population is 92 juveniles; serves about 511 juveniles each year
- 2 vocational programs: industrial arts-mechanics, industrial arts- metals
- both vocational instructors are DOC employees

Minnesota Correctional Facility - Sauk Centre

William Klundt
Education Director
Phone - 612/352-2296

- juvenile male and female correctional institution
- capacity is 85; average population is 84; serves about 550 juveniles each year
- education serves 100% of residents
- academic education is a normal secondary school curriculum with specialists in learning disabilities and emotional/behavior disorders
- 3 vocational programs: home economics/independent living, industrial technology, food services
- all 3 vocational instructors are DOC employees

Minnesota Correctional Facility - Thistledew Camp (in Togo)

John Nylund
Education Director
Phone - 218/376-4411

- therapeutic camping program for 13-17 year old adjudicated males
- capacity is 60; average population is 48; serves about 230 juveniles each year
- education department serves 100% of clients
- academic program is a normal secondary school curriculum with specialists in learning disabilities and emotional/behavior disorders
- 2 vocational programs: industrial arts-home maintenance, industrial arts—small engine repair; also has one person doing vocational assessment
- all 3 vocational instructors are DOC employees

Community Correctional Institutions

Adult Institutions

Hennepin County Adult Corrections Facility - Plymouth

Jon Harper
Education Director
Phone- 612/475-4248

- licensed capacity of 565; average population of approximately 600 in three sections: men's, women's, and men's work-release
- cycles a total of about 8,751 clients through the three programs per year
- about 33% of all clients take advantage of the educational offerings
- nearly 20 teachers offer a range of classes; some examples are Adult Basic Education (ABE), GED preparation and testing, microcomputer training, remediation for basic literacy, parenting for men and women, and health education
- there are no vocational programs; there is some prevocational content covered in other courses

(interview with Jon Harper on 1/10/92)

Northeast Regional Correctional Center - Saginaw

Warren Salmela
Education Director
Phone- 218/729-8673

- adult correctional institution; licensed for 111 male clients
- institution serves about 340 people per year; most sentences last about four to six months
- 50% of clients are served by the education department
- academic teaching staff consists of 3 teachers; one licensed adult basic education instructor; two licensed special educators teaching remediation
- six other vocational instructors teach non-certificated programs in welding, carpentry, meatcutting, auto mechanics, horticulture, and cooking & baking
- a vocational counselor, provided by Duluth Technical College, also works on-site

(telephone interviews with Warren Salmela on 02/03/92 and 03/04/92)

Northwest Regional Correctional Center - Crookston

Dawn Newton
Lead Teacher
Phone- 218/281-6363

- adult detention and corrections institution; includes 6 open beds and two secure beds for juvenile detention only.
- institution serves about 1,500 adults per year
- education serves about 200 per year; this is about 60% to 70% of the adult clients serving active sentences in the institution

- teaching staff consists of two full-time instructors
- East Grand Forks Technical College contributes a vocational evaluator/instructor on a part-time basis
- educators use a resource room or diagnostic/prescriptive model with individualized education programs based on extensive evaluation
- one full-time staff member does basic skills assessment, career assessment and planning, remediation of basic skills needed for employment, and transition to postsecondary training with about 50 clients per year.

(telephone interviews with Dawn Newton on 1/17/92 and 7/02/92)

Juvenile Institutions

Anoka County Juvenile Residential Center - Lino Lakes

Paul Eastwald
Principal
Phone - 612/786-7350

- cycles about 1,000 adolescents/year through locked unit
- licensed for 50 youth (coed)—both detention and adjudicated
- census is about 35 to 45
- 4 teachers, all academic
- portion of population in need of special education services is about 50% (during 90-91 school year, 40% arrived with EBD IEP's, 5% came in with LD IEP's, 2% came in with IEP's for other various areas of exceptionality)
- used to have a vocational class in career exploration/life skills
- no vocational teacher at this time; other teachers trying to fit life skills (independent living) into other classes
- working on getting Perkins Grant Money
- working with regional PIC (Job Training Center, Blaine) to get JTPA services

(telephone interview with Paul Eastwald on 12/18/91)

Boy's Totem Town - St. Paul

Dave Ardoff
Team Leader
Phone - 612/292-6295

- cycles about 330 adolescents/year through school
- licensed for 65 boys—adjudicated only
- census is about 60
- 7 licensed teachers, 4 paraprofessionals; all St. Paul School District employees. All teachers carry special education certification, primarily in LD or E/BD.
- 1 vocational evaluator/ career exploration teacher
- 70% of population come in with IEP's in some area of exceptionality

(interviews with Dave Ardoff on 10/04/91 and 07/02/92)

Hennepin County Home School - Minnetonka

Charlene Myklebust
On-site Supervisor
Phone - 612/949-4567

- cycles about 500 students/year through school
- called the Epsilon School Program; run by Hopkins School district
- licensed for 179 youth (coed)—adjudicated only
- census is about 160
- two distinct programs:

  Alpha Program:—20 girls—(general), mostly non-serious offenses,
  60 boys—general, mostly non-serious offenses,
  40 boys—all sex offenders, 1/2 from out of state, all kids go to school during the day and attend treatment groups in the afternoon and evening

  Beta Program—20 boys—short-term, working off restitution or community service, work during the day, attend school in the evenings
- 14 licensed teachers (all in Spec. Ed.), 6 paraprofessionals
- 2 vocational classes—practical arts with some independent living skills, business English w/keyboarding, office skills, and some job seeking skills (resume writing, etc.)
- A United Way funded program provides a full vocational evaluation for Minneapolis youth only

(interview with Charlene Myklebust on 10/28/92)

already developed

Northwest Minnesota Juvenile Training Center - Bemidji

Dr. Sandra Guyan
Principal
Phone - 218/759-3458 (school)

Joe Vene
Superintendent
Phone - 218/751-3196 (main office)

- licensed for 32 coed—8 beds for detention only, 24 beds residential (adjudicated youth)

- cycles about 225 to 250 through per year
- average length of stay is 42 days; average is depressed by detention youth; length of stay for adjudicated youth is about 4 to 5 months
- school is operated by staff of local school district #31 in Bemidji
- 6 teachers & 4 behavior management assistants
- 10 students from two Bemidji satellite homes also attend school
- 1 vocational program: combination of career exploration/work experience
- treatment program is combination of behavior modification and "consequence reality therapy"
- age range is 12 to 17; median is 15.5
- coed institution—33% of population is female
- about 40% to 60% of population is Native American
- about 20% to 40% of population needs special education services

(telephone interview with Dr. Sandra Guyan and Dan Falk on 12/18/91)

Correctional Institutions In Minnesota Not Included In This Study

Note: reasons for exclusion from this study are noted in italics

Adult

Ramsey County Correctional Facility - St. Paul

Bruce Caine
Remediation Teacher
Phone - 612/298-5466
Jim Gotfredsen
GED Teacher

- adult male corrections institution; licensed for 246; 3,000 inmates cycled through per year
- two full-time instructors; *no education supervisor or vocational instructors*
- 10% to 15% of inmates use the educational facilities
- *no vocational education or training other than assigned work*

(telephone interviews with Bruce Caine on 01/31/92 and Jim Bruton on 06/17/92)

Juvenile

Central Minnesota Regional Detention Center - Brainerd

Dan Leighton
Director
Phone - 218/828-2764

- *in operation only since November 1991*
- licensed for 21 beds; 25% adjudicated youth
- average population has been 18; 190 juveniles cycled through between January 1992 and July 1992
- one academic teacher and two teacher's aides provide homebound instruction for each student's home school district
- no vocational teacher; a Perkins Act grant will help set up some computer-based vocational assessment and pre-vocational instruction

(telephone interview with Dan Leighton on 07/07/92)

St. Croix Camps, I & II - Markville

Bid Heidorf
Education Director
Phone - 612/245-5214

- private non-profit therapeutic camping programs for 13 to 17 year old adjudicated youth
- majority of children come from the Twin Cities metro area; the rest from greater Minnesota and out-of-state (less than 10%)
- each camp usually has about 40 children on-site; about 150-170 youth are cycled through each camp per year
- the program lasts 90 days: points-and-level behavioral shell with reality therapy counseling as needed; last ten days is an Outward Bound-type wilderness experience
- the school program serves about 30 to 40 students per day at each camp
- Camp I—licensed for 50 boys, 7 teachers, including 1 industrial arts teacher, 5 teachers' aides

- Camp II - licensed for 50 girls, 7 teachers, all academic, 4 teachers' aides
- about 56% of students come in with IEP's in some area of exceptionality already developed

(telephone interview with Bid Heidorf on 01/31/92)

Arrowhead Regional Juvenile Detention Center - Duluth

Bob Senta
Social Services
Director/Education Director
Phone - 218/722-7776

- licensed for 20 beds total coed—16 beds secure detention, 4 beds residential
- cycles about 600 juveniles through per year
- average stay is 16 to 17 days; range is less than 24 hours to one month
- average age is 15 to 16 years old; range is 13 to 17
- about 33% of the population is female
- most students need special education services
- two teachers—both with special education licenses—teach math, english, social studies, and arts & crafts at approximately the sixth grade level; *no vocational education or full time education supervisor*

(telephone interview with Bob Senta on 1/17/92)

Port of Crow Wing Co.

Ken Anderson
Director
Phone - 218/829-0263
(group home)

Marlee Larson
lead teacher
Phone - 218/829-2915
(Area Education Center)

- *private non-profit treatment center* licensed for 24 boys
- average length of stay is 51 days (total); average length for PORT program clients is 7 months.
- cycles about 130 children per year through center; 40 per year through PORT program
- all school services are provided through the Area Education Center run by School District #181 in Brainerd.
- 2 academic teachers visit the school 3 days per week and do one-on-one homebound tutoring with new clients at approx. 2 hours /week/child.
- Children with more privileges attend local Area Education Center (Alternative Junior-Senior High)
- 5 vocational teachers at local Area Education Center
- treatment program is step and level program with points and response costs; PORT program is based on a 12-step model.

(telephone interviews with Ken Anderson and Marlee Larson in October, 1991)

APPENDIX B

RESULTS OF THE SURVEY OF VOCATIONAL INSTRUCTORS

State Council on Vocational Technical Education - Minnesota Corrections Education Project

Results of Survey of Classroom Instructors in Vocational Correctional Education

Number in parentheses are raw numbers of respondents. On many open-ended questions, percentages will be higher than 100% (41) due to multiple answers. The response rate was 71.9% (41 of 57 instructors).

PROGRAM INFORMATION

1) Your classroom (or lab) is located in a:

17.0% (7) Community Corrections Facility 82.9% (34) State Corrections Facility

2) Your position is funded by:

58.5% (24) - The Minnesota Department of Corrections 34.2% (14) - a school district

12.0% (5) - another organization

3) In your opinion, what is the mission of correctional education?

53.7% (22) mentioned "to deliver academic and/or vocational education for better functioning in society"

48.8% (20) mentioned "to learn a trade/prepare for employment"

9.8% (4) mentioned "to reduce recidivism"

7.3% (3) mentioned "to occupy inmates time in prison and reduce boredom"

9.8% (4) mentioned "to produce better socialized persons and better citizens"

4) You are licensed to teach in which area(s)?

7 - Industrial Arts/Ed. or Technology Ed.

2 - Machine Technology

2 - Vocational Truck Driver Training

1 - Building Care
1 - Instructional Aide

1 - Home Economics
1 - Furniture Finishing
1 - Truck Diesel Mechanics
1 - Vocational Evaluator

3 - not licensed

2 - Graphic Arts

2 - Microcomputer Support Specialist

1 - Cabinetmaking
1 - Food Service

1 - Auto Mechanics
1 - Meat Processing
1 - Continuing Education

2 - Horticulture

2 - Upholstry

2 - E/BD Special Education

1 - Remedial Related Math
1 - Administrative Support Careers

1 - Barbering
1 - Welding
1 - Parenting/Family Life

Minnesota Corrections Project - ***Instructors Responses***

5) In what vocational program(s) do you currently teach?

4 - Horticulture
3 - Independent Living
3 - Industrial Technology
3 - Auto Mechanics
2 - Graphic Arts
2 - Upholstry
2 - Welding
2 - Truck Driving
2 - Business Microcomputers
1 - Building Care
1 - Cabinetmaking
1 - Vocationally Related Math & Reading
1 - Food Service
1 - Administrative Support
1 - Barbering
1 - Furniture Finishing
1 - Meat Processing
1 - Truck & Trailer Repair
1 - Career Awareness
1 - Woodworking
1 - Cooking & Baking
1 - Vocational Evaluation

6) How many years have you taught vocational technical education? Average = 12.8 years

7) How many years have you taught in a correctional facility? Average = 9.3 years

8) Would your program result in a certificate, diploma or degree, if completed?

68.3% (28) - Yes 29.3% (12) - No

If so, what kind of certificate, diploma or degree?

Of the 65.79% (25) who answered Yes:

68% (17) issued a diploma for course completion 16% (4) issued a certificate of class attendance

4% (1) issued an Associate of Applied Science Degree

4% (1) issued a Minnesota State Apprentice License

9) What is the average completion time for your program? Average = 1.34 years

10) Do you have an active advisory committee for your program?

48.7% (19) - Yes 51.36% (20) - No

If so, what contribution does your advisory committee make to your program?

Answered so infrequently, the researcher did not collect data on this question.

Minnesota Corrections Project - ***Instructors Responses***

11) Please indicate the percentage of your students that is:

82.9% (34) of the respondents work with adults

31.7% (13) of the respondents work with juveniles

NOTE: Although Red Wing is the only correctional facility in the state that truly serves both adults and juveniles, several instructors in adult facilities counted adolescents who have been certified, tried, and convicted as adults.

12) What is your average student load per class? Average = 11.6 students per class

13) How many classes do you teach per day? Average = 3.3 classes per day

14) How many different students enrolled in your program in the past year (1990-91)?

Of the 32 instructors who answered, the average = 79.4 total students

Low estimate of total students in vocational correctional education per year = 2542 students

15) How many students completed your program in the past year?

Of the 32 instructors who answered, the average = 16.2 students

Low estimate of total students completing vocational programs per year = 568 students

16) What three reasons directly contribute to students staying in your program while they are at your facility?

63.4% (26) stated that the students were interested in the specific trade being taught

36.6% (15) stated that the program or instructor have a good reputation among inmates

29.3% (12) stated that the inmates are interested in some form of gainful employment after incarceration

21.9% (9) stated that attendance to their programs was mandatory

14.6% (6) stated that inmates have the time to complete programs before release

7.3% (3) stated that courses vary inmates' schedules and reduce boredom

4.9% (2) stated that inmates are paid for attending vocational classes

Minnesota Corrections Project - ***Instructors Responses***

17) What three reasons directly contribute to students not staying in your program while they are at your facility?

65.9% (27) stated that inmates are transferred to a different facility or released before completing the program

48.8% (20) stated that inmates lose their freedom to attend classes due to violations in facility rules or misbehavior

34.2% (14) stated that inmates are unwilling or unable to do the work necessary in the course

29.3% (12) stated that changes in work or prison schedules interfere with attendance in vocational classes

24.4% (9) stated that the inmate is just not interested in the trade or class

14.6% (6) stated that better pay in prison industries draws students away from vocational courses

18) Do you currently follow-up with your program's students once they leave?

10.0% (4) answered Yes 90.0% (36) answered No

45.0% (18) stated that follow-up is prohibited by policy of the institution or Department of Corrections

37.5% (15) stated that they are able to maintain some contact with former inmates and follow-up is maintained on an informal basis

20.0% (8) stated that there is no systematic way to accomplish follow-up with the correctional population

5.0% (2) stated that follow-up has a negative effect on former inmates

INFORMATION ON FACILITIES FOR VOCATIONAL PROGRAMS

19) Was your facility designed for your vocational program?

43.6% (17) answered Yes 56.4% (22) answered No

20) What two architectural changes to the facility could be made to improve your program?

64.1% (25) mentioned that they needed more laboratory space for the trade being taught

33.3% (13) mentioned that they needed a better shop design for the program being taught

23.1% (9) mentioned the addition of separate classrooms to the shop for bookwork

18.0% (7) mentioned a building designed specifically for educational programs

Minnesota Corrections Project - ***Instructors Responses***

21) What two major changes to the equipment in your classroom or lab could be made to improve your program?

53.9% (21) mentioned that their equipment should be updated to current educational or industry standards

33.3% (13) mentioned that worn-out or broken equipment should be replaced with new equipment

30.8% (12) mentioned that they would like more equipment added to their program

10.3% (4) mentioned the addition of audio-visual equipment and software

VOCATIONAL BUDGET INFORMATION

22) Does your vocational program have an adequate supply budget from year-to-year?

71.82% (28) answered Yes	23.1% (9) answered No	5.1% (2) answered Don't Know

23) Does your vocational program have an adequate equipment budget from year-to-year?

50.0% (20) answered Yes	45.0% (18) answered No	5.1% (2) answered Don't Know

24) Please indicate which of the comments on budget variation from year to year reflects your experiences?

27.5% (11) stated that their equipment budget varies greatly

12.5% (5) stated that their supply budget varies greatly

67.5% (27) stated that there is no great variation in their budgets

CURRICULUM

25) Does your vocational program follow specific content goals or learner outcomes?

94.9% (37) answered Yes	5.1% (2) answered No

If so, what is the source of the content goals or learner outcomes?

33.3% (13) stated that their curriculum was designed entirely by the instructor

30.8% (12) stated that they were using a local technical college curriculum

18.0% (7) stated that they were using a curriculum guide issued by the state

2.6% (1) stated that the curriculum was provided by the local secondary school district

Minnesota Corrections Project - ***Instructors Responses***

26) How are you involved in the curriculum review and development process?

51.3% (20) stated that the instructor handles all review and changes to the curriculum

28.2% (11) stated that curriculum was changed or developed by the instructor in conjunction with the local technical college or school district

5.1% (2) stated that they weren't involved at all in the review and development process

2.6% (1) stated the review and changes were handled by the local technical college

27) Please indicate whether you teach any of the following skills in your vocational program.

63% (26) - Job Searching
61% (25) - Job Keeping
17.1% (7) - Money Management
2.4% (1) - Arranging Transportation
34% (14) - Seeking Job Training
41.5% (17) - Resume Writing
41.5% (17) - Seeking Further Education
7.3% (3) - Finding Housing
14.6% (6) - Filing Income Tax
9.8% (4) - Other
44% (18) - Interviewing
9.8% (4) - Finding Health Care
15% (6) - Being a Careful Consumer
24% (10) - Career Planning

28) Are the above skills generally taught in other programs at your facility?

85.4% (35) answered Yes 14.6% (6) answered No

If yes, where?
9.8% (4) in a specific prevocational course
63.4% (26) in an academic classes
34.2% (14) as part of the treatment program
22.0% (9) in another program

29) Do you have reliable evaluation data on the educational needs of your students?

79.5% (31) answered Yes 20.5% (8) answered No

If so, what is the source of this data?

28.2% (11) mentioned non-specific intake pretesting at the facility

20.5% (8) mentioned the Test of Adult Basic Education (TABE)

18.0% (7) mentioned forwarded school records

18.0% (7) mentioned a full specific educational screening

Minnesota Corrections Project - ***Instructors Responses***

30) Please indicate whether your current correctional students have any of the following special needs?

Among the 13 respondents who work with:

JUVENILES

69% (9) Specific Learning Disabilities

31% (4) Speech and Language Impaired

59% (7) Mental Impairment

23% (3) Physically Impaired

23% (3) Hearing Impaired

23% (3) Visually Impaired

8% (1) Deaf/Blind

85% (11) Emotional/Behavioral Disorders

54% (7) Other Health Impaired (Attention Deficit/Hyperactivity, asthma, etc.)

8% (1) Autistic

69% (9) Economically Disadvantaged

69% (9) Academically Disadvantaged

46% (6) Limited English Proficiency

Among the 34 respondents who work with:

ADULTS

56% (19) Specific Learning Disabilities

9% (3) Speech and Language Impaired

27% (9) Mild/Moderate Mentally Handicapped

0% (0) Severely Mentally Handicapped

32% (11) Physically Impaired

18% (6) Hearing Impaired

6% (2) Visually Handicapped

0% (0) Deaf/Blind

74% (25) Emotional/Behavioral Disorders

32% (11) Other Health Impaired (limited strength, asthma, etc.)

74% (25) Economically Disadvantaged

74% (25) Academically Disadvantaged

38% (12) Limited English Proficiency

31) How do you decide what instructional accommodations to make with your correctional students?

48.7% (18) stated that it was decided by the judgment of the instructor

32.4% (12) stated that accommodations were made in consultation with other educational staff after a full evaluation

8.1% (3) stated that accommodations were based on non-specified intake pretesting at the facility

5.4% (2) stated that accommodations were based on forwarded school records

5.4% (2) stated that the course is taught without any changes or accommodations

Minnesota Corrections Project - *Instructors Responses*

CONCLUSION

32) What are the two primary strengths of your vocational program?

51.2% (21) mentioned excellence in instruction or in the course

39.0% (16) mentioned students exhibit a high interest in the course

24.4% (10) mentioned students liked the hands-on aspect of the training

22.0% (9) mentioned the availability of jobs in the field

17.1% (7) mentioned a low student to teacher ratio

17.1% (7) mentioned that the course taught good work habits

33) What are the two primary weaknesses of your vocational program?

41.5% (17) mentioned lack of necessary equipment, supplies or curriculum materials

41.5% (17) mentioned lack of time for inmates to properly train or finish the program due to releases or transfers to other facilities

17.1% (7) mentioned that the instructor and/or students have little outside contact with the industry or trade being taught

14.6% (6) mentioned that students are not properly pre-screened for their interest or ability in the vocational program

7.3% (3) mentioned a lack of support by prison administrators/teachers often assigned duties other than instruction that interfere with instruction

4.9% (2) mentioned lack of incentives for vocational training in the prison system and a difficulty in recruiting students

Minnesota Corrections Project - ***Instructors Responses***

34) Is it reasonable for the public to expect a relationship between correctional education and recidivism?

86.1% (31) answered Yes 13.2% (5) answered No

Why, or why not?

27.8% (10) stated that correctional (vocational) education leads to a source of income that *may* lead to reduced recidivism

16.7% (6) stated that vocational education directly leads to a reduction in recidivism

13.9% (5) stated that vocational education helps reduce recidivism in conjunction with other variables

11.1% (4) stated that success in school increases self-esteem and leads to success in life

8.3% (3) stated that there is no evidence that education affects recidivism

35) How would you improve vocational correctional education?

19.5% (8) mentioned follow-up with students to determine their success in gaining and keeping jobs

19.5% (8) mentioned that students should be allowed the time and means to complete training programs while in prison

19.5% (8) mentioned increased transitional support from prison to post-release work and living

17.1% (7) mentioned more support from prison administrators and security staff

17.1% (7) mentioned better equipment and/or facilities

12.2% (5) mentioned that courses should be current with industry practices

9.8% (4) mentioned better networking between vocational educators and potential employers for their program graduates

7.3% (3) mentioned increasing incentives to take vocational education courses equal to that offered by prison industries

7.3% (3) mentioned offering vocational education programs appropriate to labor market needs

7.3% (3) mentioned more careful selection and/or better training of correctional education instructors

APPENDIX C

RESULTS OF THE SURVEY OF EDUCATIONAL SUPERVISORS

State Council on Vocational Technical Education - Minnesota Corrections Education Project

Results of Survey of Supervisors of Correctional Education

Number in parentheses are raw numbers of respondents. On many open-ended questions, percentages will be higher than 100% (38) due to multiple answers. Total response was 18 or 100% of the education supervisors contacted.

PROGRAM INFORMATION

1) Your classroom (or lab) is located in a:

38.9% (7) Community Corrections Facility

61.1% (11) State Corrections Facility

2) Your position is funded by:

55.6% (10) - The Minnesota Department of Corrections

27.8% (5) - a school district

16.7% (3) - another organization

3) In your opinion, what is the mission of correctional education?

83.3% (15) mentioned "to deliver academic and/or vocational education for better functioning in society"

22.2% (4) mentioned "to produce better socialized persons and better citizens"

11.1% (2) mentioned "to learn a trade/prepare for employment"

0.0% (0) mentioned "to reduce recidivism"

0.0% (0) mentioned "to occupy inmates time in prison and reduce boredom"

4) Please name the different educational programs taught at your facility.

ACADEMIC PROGRAMS

a)____________________ e) ____________________

b)____________________ f) ____________________

c)____________________ g) ____________________

d)____________________ h) ____________________

Minnesota Corrections Project - ***Supervisors Responses***

VOCATIONAL PROGRAMS

a)

b)

c)

d)

e)

f)

g)

h)

PREVOCATIONAL PROGRAMS

a)

b)

c)

d)

OTHER EDUCATIONAL PROGRAMS

a)

b)

c)

d)

5) Please indicate the percentage of your population that is:

63.2% (12) of the respondents work with Adults

36.8% (7) of the respondents work with Juveniles

6) How many students are in vocational courses in your facility on the day you are completing this survey (unduplicated headcount, please)?

945 = estimate of total population taking vocational classes

52.5 = average per facility taking vocational classes

7) What is your school's total student population on the day you are completing this survey?

Among the 17 education supervisors who answered:

2338 = estimate of total population in correctional education

137.5 = average per facility in correctional education

Minnesota Corrections Project - *Supervisors Responses*

8) How many students (unduplicated headcount) passed through the vocational programs in your facility in the past year (1990-91)?

Among the 13 education supervisors who answered:

2613 = estimate of total yearly enrollment in vocational programs

201 = average yearly enrollment in vocational programs

9) What three reasons directly contribute to students staying in your programs while they are at your facility?

50.0% (9) stated that inmates were interested in education programs

38.9% (7) stated excellent teachers and courses

38.9% (7) stated that inmates were interested in specific outcomes from education programs, such as a GED, diploma, or technical college credits toward a trade

38.9% (7) stated that attendance is mandatory in the facility

16.7% (3) stated that inmates are interested in obtaining job skills while incarcerated

16.7% (3) stated that inmates are interested in personal growth and development

5.6% (1) stated that success in education programs motivates students to succeed in life

10) What three reasons directly contribute to students not staying in your programs while they are at your facility?

50.0% (9) stated that inmates are transferred to another facility or released before completing an educational program

33.3% (6) stated that the inmates loose the freedom to attend classes due to violation of facility rules or misbehavior

27.8% (5) stated that inmates are not interested in the course

27.8% (5) stated that inmates complete the program and move on to other activities

22.2% (4) stated that prison schedules interefere with inmates school schedules

22.2% (4) stated that inmates are unwilling or unable to do the necessary work

16.7% (3) stated that inmates receive better pay in prison industries

Minnesota Corrections Project - ***Supervisors Responses***

11) Do you currently follow-up with your program's students once they leave?

00.0% (0) answered Yes 100% (17) answered No

23.5% (4) stated that follow-up is prohibited by policy of the institution or Department of Corrections

23.5% (4) stated that there is no systematic way to accomplish follow-up with the correctional population.

17.7% (3) stated that they are able to maintain some contact with former inmates and follow-up is maintained on an informal basis

11.8% (2) stated that follow-up has a negative effect on former inmates

INFORMATION ON FACILITIES FOR VOCATIONAL PROGRAMS

12) Was your school facility designed for the vocational programs you offer?

Among the 17 education supervisors who answered:

17.7% (3) answered Yes 82.3% (14) answered No

13) What two architectural changes to the facility could be made to improve your program?

50.0% (9) mentioned a building designed specifically for educational programs

33.3% (6) mentioned that they needed a better shop design for the program being taught

27.8% (5) mentioned that they needed more laboratory space for the trade being taught

16.7% (3) mentioned the addition of separate classrooms to the shop for bookwork

14) What two major changes to the equipment in your classroom or lab could be made to improve your program?

61.1% (11) mentioned that their equipment should be updated to current educational or industry standards

50.0% (9) mentioned that they would like more equipment added to their program

16.7% (3) mentioned the addition of audio-visual equipment and software

5.6% (1) mentioned that worn-out or broken equipment should be replaced with new equipment

Minnesota Corrections Project - ***Supervisors Responses***

VOCATIONAL BUDGET INFORMATION

15) Does your vocational program have an adequate supply budget from year-to-year?

Among the 16 education supervisors who answered:

38.9% (7) answered Yes 50.0% (9) answered No

16) Does your vocational program have an adequate equipment budget from year-to-year?

Among the 15 education supervisors who answered:

16.7% (3) answered Yes 66.7% (12) answered No

17) Please indicate which of the comments on budget variation from year to year reflects your experiences?

Among the 15 education supervisors who answered:

16.7% (3) stated that their equipment budgets vary greatly

11.1% (2) stated that their supply budgets vary greatly

55.6% (10) stated that there is no great variation in their budgets

CURRICULUM

18) Do your vocational programs follow established content goals or learner outcomes?

Among the 15 education supervisors who answered:

66.7% (12) answered Yes 16.7% (3) answered No

If so, what is the source of the content goals or learner outcomes?

Among the 13 education supervisors who answered:

33.3% (6) stated that their curriculum was designed entirely by the instructor

33.3% (6) stated that they were using a local technical college curriculum

5.56% (1) stated that the curriculum was provided by the local secondary school district

00.0% (0) stated that they were using a curriculum guide issued by the state

Minnesota Corrections Project - ***Supervisors Responses***

19) How are the vocational teachers involved in the curriculum review and development process?

Among the 11 education supervisors who answered:

22.2% (4) stated that the instructor handles all review and changes to the curriculum

22.2% (4) stated that curriculum was changed or developed by the instructor in conjunction with the local technical college or school district

16.7% (3) stated all review and changes were handled by the local technical college

00.0% (0) stated that the instructor was not involved at all in the review and development process

20) Do you have reliable evaluation data on the educational needs of your students?

81.3% (13) answered Yes 18.7% (3) answered No

If so, what is the source of this data?

50.0% (8) mentioned non-specific intake pretesting at the facility

47.8% (7) mentioned forwarded school records

25.0% (4) mentioned a full specific educational screening

18.8% (3) mentioned the Test of Adult Basic Education (TABE)

Minnesota Corrections Project - ***Supervisors Responses***

21) Please indicate whether your current correctional students have any of the following special needs?

Of the 7 respondents who work with:

JUVENILES

100% (7) Specific Learning Disabilities

43% (3) Speech and Language Impaired

71% (5) Mental Impairment

0% (0) Physically Impaired

57% (4) Hearing Impaired

29% (2) Visually Impaired

0% (0) Deaf/Blind

100% (7) Emotional/Behavioral Disorders

86% (6) Other Health Impaired (Attention Deficit/Hyperactivity, asthma, etc.)

0.0% (0) Autistic

100% (7) Economically Disadvantaged

100% (7) Academically Disadvantaged

71% (5) Limited English Proficiency

Of the 12 respondents who work with:

ADULTS

92% (11) Specific Learning Disabilities

8% (1) Speech and Language Impaired

42% (5) Mild/Moderate Mentally Handicapped

0% (0) Severely Mentally Handicapped

33% (4) Physically Impaired

25% (3) Hearing Impaired

8% (1) Visually Handicapped

0% (0) Deaf/Blind

83% (10) Emotional/Behavioral Disorders

75% (9) Other Health Impaired (limited strength, asthma, etc.)

75% (9) Economically Disadvantaged

83% (10) Academically Disadvantaged

75% (9) Limited English Proficiency

22) How do you decide what instructional accommodations to make with your students?

66.7% (12) stated that accommodations were made in consultation with other educational staff after a full evaluation

16.7% (3) stated that accommodations were based on forwarded school records

11.0% (2) stated that it was decided by the judgment of the instructor

11.0% (2) stated that accommodations were based on non-specified intake pretesting at the facility

Minnesota Corrections Project - ***Supervisors Responses***

CONCLUSION

23) What are the two primary strengths of the vocational programs at your facility?

72.2% (13) mentioned excellence in instruction or in the course

11.1% (2) mentioned students exhibit a high interest in the course

11.1% (2) mentioned the school's affiliation with the technical college system

11.1% (2) mentioned students liked the hands-on aspect of the training

5.6% (1) mentioned the availability of jobs in the field

5.6% (1) mentioned a low student to teacher ratio

24) What are the two primary weaknesses of the vocational programs at your facility?

44.4% (8) mentioned a lack of adequate space in which to teach vocational programs

27.8% (5) mentioned lack of time for inmates to properly train or finish the program due to releases or transfers to other facilities

22.2% (4) mentioned lack of necessary equipment, supplies or curriculum materials

16.7% (3) mentioned that the school lacks any vocational program

5.6% (1) mentioned a lack of support by prison administrators/teachers often assigned duties other than instruction that interfere with instruction

25) Is it reasonable for the public to expect a relationship between correctional education and recidivism?

Among the 17 education supervisors who answered:

82.4% (14) answered Yes 17.7% (3) answered No

Why, or why not?

23.5% (4) stated that correctional (vocational) education leads to a source of income that *may* lead to reduced recidivism

17.7% (3) stated that vocational education helps reduce recidivism in conjunction with other variables

11.8% (2) stated that success in school increases self-esteem and leads to success in life

11.8% (2) stated that there is no evidence that education affects recidivism

0.0% (0) stated that vocational education directly leads to a reduction in recidivism

Minnesota Corrections Project - *Supervisors Responses*

26) How would you improve vocational correctional education?

33.3% (6) mentioned increased funding for all correctional education programs

27.8% (5) mentioned increased transitional support from prison to post-release work and living

16.7% (3) mentioned better equipment and/or facilities

11.1% (2) mentioned better networking between vocational educators and potential employers for their program graduates

11.1% (2) mentioned building separate school buildings at correctional facilities

5.6% (1) mentioned follow-up with students to determine their success in gaining and keeping jobs

5.6% (1) mentioned offering vocational education programs appropriate to labor market needs

5.6% (1) mentioned that students should be allowed the time and means to complete educational programs while in prison

5.6% (1) mentioned more support from prison administrators and security staff

5.6% (1) mentioned more careful selection and/or better training of correctional education instructors

APPENDIX D
CORRECTIONAL EDUCATION PROJECT ADVISORY COMMITTEE

Mr. Dave Ardoff, Education Supervisor, Boy's Totem Town, St. Paul

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Mr. William Klundt, Education Director, MCF-Sauk Centre, Sauk Centre

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The logo of the State Council on Vocational Technical Education is an abstract representation of the citizen-councilors assembled at a round table. Designed by a commercial art student at Alexandria Technical College, the design was selected in 1982 from 69 entries submitted by vocational students in Minnesota's high schools, secondary cooperative centers, and technical colleges. The Council made its selection on the basis of a recommendation by a panel of representatives from the graphic arts, public relations, and media industries in Minnesota.

Purpose of the Council

The State Council on Vocational Technical Education is designed to further public-private collaboration for the advancement of quality vocational programs responsive to labor market needs. Established in 1969 and designated as a state agency in 1985, the Council comprises 13 members appointed by the Governor. Seven members represent the private sector interests of agriculture, business, industry, and labor. Six of the members represent vocational technical education institutions, career guidance and counseling organizations, special education, and targeted populations.

The Council advises the Governor, the State Board of Technical Colleges, the State Board of Education, the Governor's Job Training Council, the business community, the general public, and the U.S. Secretaries of Education and Labor. The Council advises on development of the annual state vocational plan; provides consultation on the establishment of program evaluation criteria and state technical committees; analyzes the spending distribution and the availability of vocational programs, services, and activities; reports on the extent to which equity to quality programs is provided targeted populations; recommends procedures to enhance public participation in vocational technical education; recommends improvements that emphasize business and labor concerns; evaluates the delivery systems assisted under the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA); and advises on policies that the state should pursue to strengthen vocational technical education, as well as initiatives that the private sector could undertake to enhance program modernization.

To enhance effectiveness in gathering information, the Council holds at least one town meeting each year at which the public is encouraged to express its concern about vocational technical education in Minnesota. To enhance its effectiveness in providing information, the Council publishes a quarterly newsletter, an annual directory, and a biennial report. These publications as well as project and activity reports are available to the public.

Information on the date, time, and location of meetings and other activities is available by calling the Council Offices at 612/296-4202.

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